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AUTHOR Fernandez, Ricardo R.; And Others  
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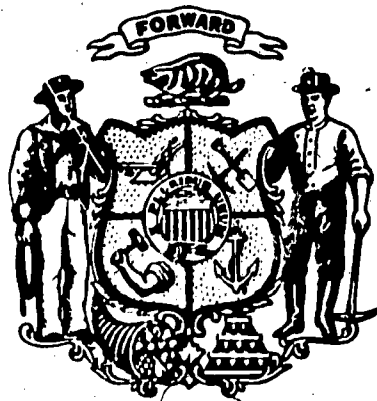
## ABSTRACT

The scope and quality of services provided to Hispanic persons in Wisconsin were investigated in 1976 by the Governor's Council for Spanish Speaking People and comparisons were made to findings of 1971 and 1974 reviews. Detailed questionnaires were developed for each state agency, and five hearings were held in different locations within the state. For each of the following agencies, information is provided on their functions, questionnaire responses, and council recommendations: Educational Communications Board; Higher Educational Aids Board; Department of Public Instruction; State Historical Society; University of Wisconsin System; Vocational, Technical, and Adult Education System; Department of Administration; Department of Agriculture; Department of Industry, Labor, and Human Relations; Department of Regulation and Licensing; State Manpower Council; Department of Health and Social Services; Department of Justice; Wisconsin Council on Criminal Justice; Department of Business Development; Office of the Commissioner of Credit Unions; Department of Local Affairs and Development; Department of Natural Resources; Department of Revenue; and Department of Transportation. The following problem areas are identified: Hispanics are too often identified with migrant workers; Hispanics are frequently combined with other groups under the broader category of "minorities"; policy that is set at upper administrative levels is often not implemented at the lower and middle administrative levels; and token efforts to meet responsibilities to the Hispanic population often substitute for permanent change within the agency. (SW)

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ED222139

# REPORT ON STATE SERVICES TO THE HISPANIC POPULATION OF WISCONSIN



GOVERNOR'S COUNCIL FOR SPANISH SPEAKING PEOPLE

NOVEMBER 1976

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REPORT ON STATE SERVICES  
TO THE HISPANIC POPULATION  
OF WISCONSIN

Prepared by

The Governor's Council for  
Spanish Speaking People

Coordinated by

Ricardo R. Fernández  
with special assistance from  
Sharon K. Bisgard

November 1976

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Philip E. Lerman

Judith Temby

The staff of the State Manpower Council, where the Council was housed during this study, provided needed help promptly, and we thank them all for their efforts.

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## INTRODUCTION

The Governor's Council for Spanish Speaking People of Wisconsin was established by Executive Order No. 23, issued by Governor Patrick J. Lucey on January 29, 1976.

Initial appointees to the Council were eleven citizens and two legislators:

Luis Antonio Báez (Milwaukee)  
Rev. Jaime E. Dávila (Milwaukee)  
Lucio Fuentes (Belgium)  
Manuel García Núñez (Madison)  
A. Armando Orellana (Madison)  
Juanita Rentería (Milwaukee)  
Pedro Rodríguez (Waukesha)  
Rev. Roberto Rodríguez (Kenosha)  
Carlos A. Sevilla (Appleton)  
Francisco A. Urbina (Milwaukee)  
Dr. Clemente S. Villarreal (Milwaukee)  
State Senator Timothy Cullen (D-Janesville)  
State Representative Edward Jackamonis (D-Waukesha)

The resignation of Mr. Orellana in March was followed by the appointment of three additional citizens to the Council: Arturo Gonzales (Burlington), Francisco Rodríguez (Madison), and María Anita Sánchez (Stoughton). Council membership now stands at fifteen.

The Council was ordered by Governor Lucey to "study the effect of selected state laws and policies on Latin residents of Wisconsin, identify problems and recommend state government measures to alleviate them." In order to facilitate its task, Dr. Ricardo Fernández, Assistant Professor at the University of Wisconsin-Milwaukee School of Education and the University of Wisconsin-Extension Center for Urban Community Development, was appointed Coordinator of the work to be performed by the Council.

At its initial meeting in February, Council members elected Carlos A. Sevilla to serve as Chairperson and organized themselves into four standing committees grouped into broad categories based on related issue areas. Additionally, there was an attempt to distribute the workload evenly and this resulted in a few agencies being assigned somewhat arbitrarily to committees. These committees and the agencies assigned to them are listed below in alphabetical order:



A. Education

Educational Communications Board  
Higher Educational Aids Board  
Department of Public Instruction  
State Historical Society  
University of Wisconsin System  
Vocational, Technical and Adult Education System

B. Employment, Manpower and Affirmative Action

Department of Administration  
Department of Agriculture  
Department of Industry, Labor and Human Relations  
Department of Regulation and Licensing  
State Manpower Council

C. Health and Social Services

Department of Health and Social Services  
Department of Justice  
Wisconsin Council on Criminal Justice

D. Housing and Economic Development

Department of Business Development  
Commissioner of Credit Unions (Office of the)  
Department of Local Affairs and Development  
Department of Natural Resources  
Department of Revenue  
Department of Transportation

Monthly meetings were decided upon as necessary to complete the work as soon as possible. Special meetings were to be called as needed. (Minutes of all Council meetings are contained in the Appendix, Volume 2, of this report.)<sup>1</sup>

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<sup>1</sup> Copies of the Appendix, Volume 2, may be consulted in the Executive Office, the Department of Administration, the Legislative Reference Bureau, the State Historical Society, and the General Reference and Loan Library of the Department of Public Instruction.

### Historical Background

Prior to the establishment of the Governor's Council for Spanish Speaking People, there had been two attempts by state government to assess the needs of Hispanic<sup>2</sup> residents. In March 1971, Governor Lucey appointed a "Task Force on Problems of the Spanish-Speaking," made up of citizens and state officials. After a series of public hearings and in-person visits to agencies in various cities in the state to study the problems faced by Hispanic persons, the Task Force reported its recommendations to the Governor in June of that year. This was followed by requests made by the Governor for state and local agencies to implement these recommendations. Copies of the Task Force Report were disseminated as well among agencies serving the Hispanic community. However, response from state agencies was uneven and, although some goals were met, the need for additional follow-up continued to exist.

In the Spring of 1974, at the request of the Governor, John Kostishak, then an examiner in the Department of Industry, Labor and Human Relations' Equal Rights Division, and Avelardo Valdez, a former employee of the UW-Extension's Center for Community Leadership Development, conducted a review of all state agencies

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<sup>2</sup>The term Hispanic (or Hispano), as used in this report, means a Spanish-origin person (Mexican American or Chicano, Puerto Rican, Cuban, Central American, South American, and others of Spanish heritage) who are citizens or permanent residents of the United States, its territories and possessions. The term is gaining considerable acceptance by state and federal agencies, including the Bureau of the Census, which plans to use it in the 1980 census. It is used because of its broad applicability to the entire spectrum of Spanish-origin/heritage persons.

On occasion, the term Hispanic (or Hispano) is used to denote persons who possess the ability to communicate effectively in Spanish and who, because of their cultural background, are well qualified to interact with specific populations. As used in this report, the term is not to be considered synonymous with the ability to speak Spanish fluently, although the majority of Hispanos in Wisconsin are indeed fluent in their language.

and the services provided to Hispanic persons in Wisconsin. The findings of their in-depth research and study, which was meant to bring the 1971 Task Force Report up-to-date, are contained in two little-known volumes titled PASOS Report (Project to Analyze the Status of the Spanish-Speaking), which was submitted to the Governor in the summer of 1974. The results of this effort were not shared with state or community agencies since the document was developed as an in-house review for the Executive Office to ascertain what progress, if any, had been made by the state in serving the Hispanic population. (Both the Task Force Report and the PASOS Report are included in the Appendix, Volume 2.)

In October 1975, Governor Lucey selected a number of agencies and shared with them pertinent sections of the PASOS Report. He asked them to provide him with an up-dated review of their agency's efforts related to the Spanish-speaking population since the 1971 report was issued. Their responses are contained in the Appendix, Volume 2.

During 1975, at the request of the Latin Council of Wisconsin, a series of meetings were held between several Latin Council members and persons on the Governor's staff. The purpose of these meetings was to discuss the need for a review and up-date of previous efforts by state government to address the needs of the Hispanic community. There was general agreement by all involved in these discussions that a vehicle was needed to carry out this task in a more complete and comprehensive way than before. The concept of a council to be appointed by the Governor, to carry out this task, emerged; and the Latin Council was asked by the Governor's Office to assist in the process of defining the structure and composition of the proposed council, as well as in suggesting how persons might be selected to serve on it. An ad hoc committee was established by the Latin Council for this purpose in the Fall of 1975.

By late fall, the structure and composition had been agreed upon. The council would consist of fifteen (15) persons; two of whom would be legislators (preferably one from each house of the legislature) and thirteen citizens from throughout the state. Nominations (including resumes) would be solicited from agencies, organizations, and groups serving the state's Hispanic community, and appointments would be made by the Governor. In January 1976, after several months of negotiations, the Council became a reality.

Within this historical perspective, the Governor's Council for Spanish Speaking People represents the third attempt by Governor Lucey's Office to study the conditions of Hispanos in Wisconsin. It should be noted, however, that there are significant differences between this report and previous reports since this one addresses only the programs and services administered by agencies over which the state has responsibility and control, directly or indirectly. The 1971 Task Force Report, for example, contained a number of recommendations which were directed at agencies or units of government over which the state had no control or influence, e.g., city police departments. Further, the Governor's Council for Spanish Speaking People was directed to not only study the problems, but to recommend measures which state government can and should undertake to alleviate them. Contrary to the 1974 Report, which was mostly descriptive (although it did contain a number of important recommendations), the report which follows clearly prescribes the actions which, in the Council's judgment, state agencies must take to improve the quality and scope of services to the Hispanic community of Wisconsin. As such, it will assist agencies in changing existing policies, administrative structures, rules and regulations, guidelines, etc., or formulating new ones in order to better serve this segment of the population and, by extension, the general public as well.

#### Planned Follow-Up Activities

At the conclusion of the investigatory work, the function of the Governor's Council for Spanish Speaking People will be to monitor progress made by state agencies in implementing the recommendations contained in the report to the Governor. A decision about the future role of the Council will be made during 1977.

This report is submitted in a spirit of cooperation between the Governor's Council for Spanish Speaking People and state agencies. As an investigative arm of the Executive Office, the Council has endeavored to study with care, state programs and services as well as existing structures for delivery of these services. The recommendations contained in this report constitute the Council's considered opinion, based on as much evidence as could be obtained in

a relatively short period of time, on what needs to be done to improve the level and quality of services to Wisconsin's Hispanic citizens and residents. \

It is expected that these efforts will be taken seriously by state government agencies as they make policy and plan for a better future for all of Wisconsin's residents.

II

METHODOLOGY

In building its data base, the Governor's Council for Spanish Speaking People first reviewed the 1971 Task Force Report and the 1974 PASOS (Project to Analyze the Status of the Spanish-Speaking) Report. This was done for two reasons: first, to assure continuity of previous efforts; and, secondly, to ascertain general progress longitudinally from 1971 through 1976. The difference between the first two reports prevented any systematic longitudinal review of individual recommendations. There was no attempt to update recommendations contained in the 1971 Study, some of which were carried into the 1974 study, and incorporate them into this report. In some cases, changes which have occurred in some agencies prevent this from being done. However, a cursory review of the 1971 and 1974 reports leaves the reader with a sense of continuity, which carries over into this report. Additional up-dates of recommendations should be based on the 1976 report, although further reference to previous reports may be useful.

The Council used two practical vehicles to gather information: formal questionnaires and a series of public hearings. (Copies of all questionnaires are included in the Appendix, Volume 2.)

A detailed questionnaire was developed for each state agency. In those cases where a single instrument would have proved too cumbersome, questionnaires were prepared for divisions within agencies. The format adopted was based on the 1974 PASOS Report and in many instances the same questions were used with slight modifications. Additional items were added as needed, and some items were eliminated due to changes in programs, laws, agency structure and assigned function(s).

All questionnaires were sent out on Friday, April 16, 1976, with a cover letter from the Governor requesting a response by April 30th. Agencies were also asked to appoint a liaison person to be contacted should clarification or additional information from the agency be needed. Some large agencies had difficulty in meeting the deadline and information was received continuously from late April through May. May 31st was selected as a cut-off date by the Council, and information received after that date was not considered in the Council's deliberations.

The second vehicle used by the Council in obtaining information was a series of five hearings held in different locations throughout the state. A hearing was scheduled in each of the following cities: Fond du Lac, Racine, Jefferson; and



two hearings took place in Milwaukee to accommodate its larger population. (Part III of this report contains detailed information on these public hearings.) Announcements of these hearings and their purpose were mailed out to all known agencies serving the Hispanic population of Wisconsin. The 1976 edition of the Directory of Latin Agencies and Organizations, published by the Wisconsin Christian Council on Spanish Speaking Affairs, was utilized to draw up a mailing list. Announcements of the hearings also appeared in major newspapers throughout Wisconsin. Feedback came in the form of personal statements (in oral and/or written form) by citizens, agency personnel and others on what they perceived to be the scope and quality of services which state agencies were providing; how Hispanic persons were or were not benefiting from them; what the reasons were for this state of affairs; and, finally, what they felt should be done to alleviate or eliminate these problems. Data obtained at these hearings was categorized and given to the Council's committees to be taken into account as they formulated recommendations.

The Council met as often as was necessary, and assistance was received from outside persons who volunteered to help since the only staff available consisted of the Coordinator and a part-time (20 hours per week) assistant. Recommendations were first approved by each committee and then forwarded to the entire Council for final approval.

It is anticipated that the Governor will share copies of the report with all state agencies surveyed, requesting the heads of these agencies (and their subordinate administrators) to read it and respond to the recommendations related to their areas of responsibility. These responses will be shared by the Governor's Council for Spanish Speaking People, which will be monitoring this process.

Any recommendations which the Council may make that have legislative implications will be forwarded to the two Council members who are legislators for analysis and formulation of legislative proposals (bills, changes in administrative rules and regulations for specific agencies, and other appropriate measures).

Recognizing its responsibility to share the information contained in the report with the Hispanic community, and more specifically with those agencies, organizations and individuals who expressed their views and opinions at hearings or



through direct communication, the Council will disseminate the report widely throughout the state. In addition, a number of meetings will be held in cities with a concentration of Hispanic populations. Individual Council members will be responsible for the coordination of these meetings and for the most extensive dissemination possible of the report in the area of the state where they reside. An adequate supply of the final report will be available for distribution to interested parties.

III

PUBLIC HEARINGS

A. REPORT OF THE EDUCATION COMMITTEE

1. Educational Communications Board
2. Higher Educational Aids Board
3. Department of Public Instruction
4. State Historical Society
5. University of Wisconsin System
6. Vocational, Technical and Adult Education System

## 1. EDUCATIONAL COMMUNICATIONS BOARD

### Background Information

The Educational Communications Board (ECB), established originally as the State Radio Council in 1945, received its present name in 1967 and was established as an independent agency by Chapter 100, Laws of 1971. ECB has the following functions:

- a. Plans, develops, constructs, operates and maintains the Wisconsin educational radio and television networks;
- b. Reviews, advises and coordinates the joint radio and television efforts of educational agencies and institutions;
- c. Acts as the central clearing house and source of information regarding state educational radio and television;
- d. Receives and disburses state, federal, and private funds and engages or contracts for such personnel and facilities as necessary to carry out the aforementioned duties; and
- e. Furnishes leadership in securing adequate funding for statewide joint use of radio and television for educational and cultural purposes.

A review of the literature in the Wisconsin Blue Book reveals that the agency has sixty-two (62) employees and a biennial budget (1973-75) in excess of \$4.4 million. Only one (1) of these employees is of Hispanic background, and this person is listed under their office/clerical category.

In their response to our questionnaire, ECB claims there were attempts to fill 25 percent of 35 vacancies in the last three years with minority persons. Still, it appears that their recruitment efforts, which have been traditional, have failed to produce results. There is no evidence of serious aggressive recruitment efforts. For example, while they predict three vacancies for the next biennium (one administrator and two technicians), they argue that it is unlikely that they will be filled with minority persons because of civil service requirements. This admission of failure in advance negates any meaningful effort and contradicts the very intent of their affirmative action plan.

Thus, it appears as if ECB is making no serious, determined effort to overcome barriers in order to employ minorities. Moreover, no program coordination exists with other agencies or institutions aimed at preparing minority personnel to assume such positions in the future.

The ECB has three major publications, none of which are published in bilingual form. In their response, they give no sign of intent to publish anything bilingually.

In the area of programs offered to the general public, the agency operates the Wisconsin Educational Television Network (WETN) and the Wisconsin Educational Radio Network (WERN).

In their response to our questionnaire, the agency appears to have only made contact with one Hispanic agency (United Migrant Opportunity Services) for the purpose of getting "grass roots" input. Beyond that, there is no showing of any other effort to get feedback from local communities on programming or on how to best meet the needs of the Hispanic community.

For example, in the WERN, out of 6,500 hours of programming during this biennium, only 40 hours were devoted to Spanish programming. The WETN, out of 5,000 hours, provided only 70 hours of Spanish or bilingual programming.

During the last fiscal year, three major television Spanish/bilingual programs were broadcast: Villa Alegre, Acción Chicana and Carrascolendas. The latter is the only one they intend to continue showing this coming year. It is also a fact that there is no coordination between the ECB and local public school programming. There have been claims by parent groups and school personnel that programs like Carrascolendas should be shown at a time that could provide for better utilization by the local public school bilingual programs. However, there is no evidence of any attempt by ECB to work cooperatively with DPI or directly with selected school districts to promote better bilingual program utilization.

### Recommendations

- a. Aggressive recruitment efforts should be undertaken by ECB to ensure the recruitment of bilingual/Hispanic personnel in positions other than clerical.

This recommendation requires a short-term response. The agency should show how they propose to achieve this, with a specific timetable.

- b. ECB should be directed to work in coordination with training institutions (e.g., VTAE districts, radio and TV stations) in the development and implementation of training programs that will produce Hispanic personnel in the various technical and management areas of employment of the ECB. The agency should establish bilingual-traineeships and/or sponsor bilingual training programs.

- c. ECB should develop a process that will ensure continuous input from local community and/or "grass roots" Hispanic groups in the area of radio and television broadcasting. As a first step, a person of Hispanic descent should be appointed to the Educational Communications Board.

This recommendation requires a short-term response. It might also call for changes in the agency's operational policies.

- d. ECB should survey Spanish/bilingual programming in other states with large Hispanic populations (California, Colorado, Texas, New York, Florida, etc.) and acquire a larger repertoire of programs with relevance to the Wisconsin Hispanic community for WETN and WERN broadcasting.

This recommendation requires the implementation of such a survey and would require of ECB to seek input from local grass roots groups and individuals as to what is "relevant programming" for the Hispanic community. It would also require reallocation of funds to purchase the use of programs. In order to facilitate a speedier implementation of this recommendation, a list of radio and television stations broadcasting programs in Spanish is attached to this set of recommendations.

- e. ECB should survey local Hispanic communities in the area for Spanish/bilingual radio broadcasting. Once they determine the need for programs, ECB should assist or sponsor local community groups in their efforts to provide such programming.

This recommendation requires a combination of short- and long-term responses. Those surveyed should be local Hispanic community groups and individuals concerned with radio programs in Spanish, as well as producers of existing Spanish radio programs.

- f. ECB should give serious consideration to the radio and television production and broadcasting of special educational programs addressing immediate issues affecting the Wisconsin Hispanic community.

In particular, a special set of programs about bilingual-bicultural education should be developed, in coordination with the Department of Public Instruction, aimed at preparing Wisconsinites for the implementation of and compliance with Chapter 395, Wisconsin Laws 1975.

Regarding the bilingual-bicultural information programs, an immediate response is necessary because of the closeness of the date when the legislation comes into effect (July 1977). Monies might need to be allocated for this purpose. Cooperative efforts with DPI, UW System, and VTAE will be required, but ECB should take the initiative to carry out these efforts.

RADIO STATIONS BROADCASTING MORE THAN 10 HOURS IN SPANISH

AZ	KFBR FM	BX 340	Nogales	85621
	KIFN	Drawer 20644	Phoenix	85036
	KEVT	48 E Broadway	Tucson	85701
	KXEW	BX 2284	Tucson	85703
	KYUM		Yuma	
AR	KWHN	BX 143	Fort Smith	72901
CA	KGEE	BX 937	Bakersfield	93302
	KWAC	5200 Standard	Bakersfield	93308
	KROP	BX 238	Brawley	92227
	KCHJ	BX 1000	Delano	93215
	KRDU	BX 157	Dinuba	93618
	KLIP	BX 573	Fowler	93625
	KXEX		Fresno	
	KAZA	7459 Monterrey	Gilroy	95020
	KREO	Drawer K	Indio	92201
	KLBS	BX 672	Los Baños	
	KXEM		McFarland	
	KOXR	1208 S. Oxnard Blvd.	Oxnard	93030
	KTIP	BX 1450	Porterville	93257
	KCTY	BX 1939	Salinas	93903
	KRBG FM	133 Geary	San Francisco	94108
	KALI		San Gabriel	
	KOFY		San Mateo	
	KONG	BX 3329	Visalia	93277
	KOMY	BX 778	Watsonville	95076
	KUBA	BX 309	Yuba City	95901
CO	KAPI	2829 Lowell Blvd.	Pueblo	81003
	KRSC	2185 Broadway	Denver	80201
CT	WYRM	1056 Willard Ave	New Britain	06111
	WATR FM	440 Meadow	Waterbury	06702
FL	WHRF FM		Boynton	
	WCOF		Immokalee	
	WLTO		Miami	
	WQBA	1301 SW 1st	Miami	33152
ID	KCID	BX 1175	Caldwell	83605
IL	WEDC	5475 N Milwaukee Ave	Chicago	60630
	WCRW	2756 Pine Grove Ave	Chicago	60614
	WBSC	2400 W Madison	Chicago	60612
	WOPA	408 S Oak Park	Oak Park	60302
LA	WJMR	1500 Canal	New Orleans	70140
MA	WCRX FM	70 Chestnut	Springfield	01103
NH	WBBX	1555 Islington	Portsmouth	03801
NJ	WCAM	City Hall	Camden	08101
	WHBI FM		Newark	07101
NM	KAMX		Albuquerque	
	KBAD	BX 70	Carlsbad	88220
	KCCC	1206 N Mermod	Carlsbad	88220
	KOBE	Drawer X	Las Cruces	
	KFUN	BX 710	Las Vegas	87701
	KABQ		Albuquerque	



NM	KTRC	BX 2227	Santa Fe	87501
	KSYK	Drawer K	Santa Rosa	88435
NY	WADO	205 E 42nd	New York City	10017
	WHOM	136 W 52d	New York	10019
OH	WZAK FM	1303 Prospect Ave	Cleveland	44115
PA	WTEL		Philadelphia	
TX	KOPY	BX 731	Alice	78332
	KRAY	BX 1816	Amarillo	79105
	KIBL	BX 700	Beeville	78102
	KKUB	BX 1300	Brownfield	79316
	KBEW	105 S 5th	Carrizo Springs	77834
	KCCT	BX 5206	Corpus Christi	78405
	KUNO	Drawer 4722	Corpus Christi	
	KDLK	BX 1384	Del Rio	78840
	KDHW	BX 608	Dimmitt	79027
	KLFD	BX 490	Floydada	79235
	KBUV FM		Fort Worth	76101
	KGTW	BX 100	Georgetown	78626
	KGBT		Harrington	
	KPAW	Drawer 1757	Hereford	79045
	KRME	BX 467	Hondo	78861
	KINE	BX 846	Kingsville	78363
	KELE FM	BX 30	La Mesa	79331
	KUOZ	BX 1638 Sta 1	Laredo	78040
	KPET		Lamesa	
	KIRT	BX 985	Mission	
	KMUL	BX 486	Muleshoe	79347
	KGWB	BX 593	New Braunfels	78130
	KVWG	BX 938	Pearsall	78061
	KIUW	BX 469	Pecos	79772
	KGUL	BX 386	Port Lavaca	77979
	KCLR	BX 669	Ralls	79357
	KFRD		Rosenberg	
	KSJT FM	BX 1296	San Angelo	76902
	KCOR	411 E Durango	San Antonio	78204
	KEDA	226 1/2 Dolorosa	San Antonio	78205
	KUKA	501 W Quincy	San Antonio	78212
	KCWY	BX 2150	San Marcos	78666
	KWED	BX 989	Seguin	78155
	KTUE	BX 169	Tulia	79088
	KVOU		Uvalde	78801
VT	WRUV		Burlington	

TELEVISION STATIONS BROADCASTING SPANISH PROGRAMS

AZ	KPAZ-TV	Channel 21	3847 E. Thomas Road	Phoenix	85018
	KCUN-TV	Channel 9	BX 5247	Tucson	85703
	KBZU-TV	Channel 13	BX 1501	Yuma	
CA	KBAK-TV	Channel 29	2210 Chester Ave.	Bakersfield	93301
	KMBC-TV		BX F	Calxico	92231
	KICU-TV		261 W. Broadway	Fresno	93701
	KLXA-TV	Channel 40	816 W. Highland	Hollywood	90038
	KXTV-TV		400 Broadway	Sacramento	95818
	KFTV-TV	Channel 21	721 W. Bronson	Hollywood	90038
	KMEX-TV	Channel 34	721 N. Bronson	Hollywood	90038
	XETV		7th & Ash, TV Heights	San Diego	92101
	KEWT-TV		BX 966	San Ysidro	92073
DE	WHYY-TV	Channel 12	5th & Scott Sts	Wilmington	19805
IL	WCIU-TV	Channel 26	141 Jackson Blvd W.	Chicago	60604
	WGN-TV		2501 West Bradley	Chicago	60618
	WLS-TV		190 North State	Chicago	60601
MA	WGBH-TV	Channel 2	125 Western Ave.	Boston	02134
NJ	WWJU-TV	Channel 47	1020 Broad St.	Newark	07102
	WXTU	Channel 41	641 Main St.	Paterson	07503
NY	WWED	Channel 17	Hotel Lafayette	Buffalo	14203
	WCWY	Channel 24	Old Liverpool Rd	Liverpool	13088
	WWET	Channel 13	304 W. 58th St.	New York	10019
	WWXI	Channel 21	410 Alexander St.	Rochester	14607
	WMHT	Channel 17	BX 17	Schenectady	12301
PA	WQLW	Channel 54	Waterford Pike	Erie	16509
	WITF	Channel 33	BX Z	Hershey	17033
	WQED	Channel 13	4802 Fifth Ave.	Pittsburgh	15213
	WUHY	Channel 35	4548 Market St.	Philadelphia	
TX	KERA-TV	Channel 13	3000 Harry Hines Blvd	Dallas	75201
	XEJ-TV		BX 9555	El Paso	79985
	KGBT-TV	Channel 4	BX 711	Harlingen	78551
	KTRK-TV		BX 12	Houston	77001
	XEFE-TV		BX 1484	Laredo	78041
	KWEZ-TV	Channel 41	BX 9225	San Antonio	78204
	KRGU-TV	Channel 5	BX 626	Weslaco	78506

SOURCE: CABINET COMMITTEE ON OPPORTUNITIES FOR SPANISH SPEAKING PEOPLE

## 2. HIGHER EDUCATIONAL AIDS BOARD

### Background Information

The Higher Educational Aids Board (HEAB) is recognized as a primary vehicle in the disbursement of loans and grants to needy students in the State of Wisconsin.

Although HEAB recognizes that there are sufficient numbers of potential Hispanic students, our analysis of available data reflects the following:

- a. The total number of Hispanics hired by HEAB since 1970 has been four, and now stands at two. Both Hispanic counselors are based in Milwaukee. Hispanic staff has been hired at entry level positions and has not been promoted; therefore, they do not have any policy-making role within the agency. There appears to be no direct participation in the decision-making process by Hispanic personnel. The present available Hispanic staff does not have the human resources needed to adequately serve the entire southeastern corner of the state, where the biggest concentration of Hispanics reside.
- b. Data is unavailable to ascertain what numbers of Hispanic students are actually helped (type of loan/grant, short/long term, continuity of assistance for Hispanic students). Data is unavailable to compare what portion of the total monies allocated is disbursed to Hispanics.
- c. Data presented to the Governor's Council indicates that a large number of Hispanic students are being counseled, but a specific correlation as to how many of these actually receive grants/loans is not available. Data is needed to specifically identify the fields of study in which Hispanics are involved. Information is not available as to what specific obstacles are encountered in matching traditional, rules-oriented loans/grants with non-traditional students. Solutions are not provided as to innovative ways of impacting on non-traditional students. No data is provided to verify percentage of success or failure in matching Hispanic students with grants/loans that have a measure of continuity.

- d.. Recruitment practices as well as information dissemination leave much to be desired. Inferior translations, such as the sample provided with the data, are destined to fail because they indicate no commitment to utilize resources toward effective advertisement. Data provided related to recruitment is too traditional and appears to be gathered in a complacent manner. There is no indication in information provided that follow-up activities are indeed conducted.
- e. Coordination with institutions (and specific programs within these institutions, such as UW-Milwaukee's Spanish Speaking Outreach Institute and Milwaukee Area Technical College's Advisory Program, etc.) that normally make available lists of students who are likely candidates for HEAB's assistance cannot be corroborated, although the report seems to indicate that direct communication and coordination exists between them and HEAB.
- f. Out of sixty-seven (67) employees, three (3) are Hispanic. Two are employed at the same level (counselors), and one is in a clerical position.

#### Recommendations

- a. HEAB should be directed to employ additional Hispanos, some of whom should be hired at decision-making levels in administration, to more effectively serve the Hispanic population in the State of Wisconsin.

Additional staff is needed to serve the increasing number of Hispanos who are graduating or will graduate from high school and pursue careers in post-secondary institutions. (Chapter 395 -- Laws of 1975 -- Bilingual-Bicultural Education -- should have a positive impact on the numbers of Hispanic high school graduates over the next 5 -- 10 years.)

Numbers alone will not suffice; effective use of whatever personnel may be available will be needed to serve Hispanos adequately. This means, in part, that HEAB staff working with Hispanic students should be given enough flexibility to carry out their duties. Non-traditional methods will be required to reach this non-traditional clientele.

Unnecessary bureaucratic hindrances, such as confining staff to an office and limiting their access to potential clients, must obviously be eliminated. More importantly, given its limited resources, HEAB must actively search for ways to cooperate with other programs and/or agencies which are also recruiting students for post-secondary education.

Joint sponsorship of special events, such as career days, and other cooperative ventures should be included here.

Implementation of this recommendation will require documented changes in agency policy, reallocation of funds, and Hispanic staff at decision-making levels of employment.

- b. HEAB should conduct longitudinal studies that will reflect accurately the number of Hispanic students who benefit from the services and disbursement of funds that HEAB is created for.

Specific, accurate and concise data on the impact of HEAB's efforts on Hispanics must be provided by HEAB to the Governor. The response requested should be a combination of short-term and long-term. Specific data will indicate at a glance true progress or true failure in serving Hispanics and help to plan for better services over the next several years.

Implementation of this recommendation will require reinterpretation of agency policy, reallocation of existing agency staff and/or funds.

- c. Studies that correlate impact of services of HEAB on Hispanic students with projections on how to serve Hispanic students in the future should be made available to the Governor and other pertinent agencies, e.g., DPI, VTAE, UW System.

A combination of short- and long-term responses is required. A report covering the period from 1973 to 1977 should be requested from HEAB with a deadline of June 1977 for submission of the same. This entails an interagency request and a minor reallocation of existing agency staff and funds to carry out this recommendation.

- d. To have an effective impact on the Hispanic population of the State of Wisconsin, HEAB must conduct an aggressive, well-planned and coordinated recruitment effort, which should be connected to an informational campaign, with adequate human and material resources and documented follow-up activities.

Documented evidence of the coordinated and planned recruitment campaign should be made available to the Governor in order that the magnitude and innovations of the concentrated recruitment effort may be ascertained. Additional staff with adequate resources are needed to conduct and establish an effective recruitment campaign statewide. Cooperation with community agencies serving Hispanos as well as the Hispanic media (radio, TV, newspapers) will be needed.

- e. HEAB should be directed to organize a statewide referral network, which will include traditional as well as non-traditional institutions, to benefit Hispanic students in the State of Wisconsin.

No coordinated statewide arrangement presently exists between those who must deliver benefits/services and recipients. Communication, as presently established and practiced, is informal. No formal follow-up activities exist. Outreach activities appear to be inadequately conducted.

The result involves a combination of short- and long-term responses. Establishment of a Hispanic Student Statewide Referral System can be achieved through existing programs, offices, etc. An administrative order may be necessary to establish the network; minor changes in agency policy, and a reallocation of new staff and resources should be considered. Cooperation with DPI, VTAE districts, and UW System campuses will be required.

Evidence of progress should be a plan for the network and steps toward implementation.

### 3. DEPARTMENT OF PUBLIC INSTRUCTION

#### Background Information

Information available from the Wisconsin Blue Book (1973-75), shows that the Department of Public Instruction (DPI) has a biennial budget of \$1,128,090,500 and a total of 644.6 employees. It further describes the agency's main responsibility as that of providing direction and supervision of public elementary and secondary education in Wisconsin, and all planning, implementation, and fiscal responsibilities that go with such function.

Of the six divisions in the agency, the Division of Instructional Services is of utmost importance as it relates to the educational needs of the Hispanics. It is the division responsible for curriculum, pupil services, federal instruction programs, vocational education and the one that provides teacher licensing and certification. With the recent passage of the Bilingual-Bicultural Education Act, Chapter 395, Wisconsin Laws, 1975, an additional function is assigned to this Division. The new legislation mandates DPI to develop guidelines for the implementation of the law and also provides for a fiscal appropriation for a bilingual-bicultural education consultant.

As far as employment is concerned, DPI has hired an education consultant for migrant affairs, an Hispanic person in a clerical position and a bilingual-bicultural education consultant. Still, there seems to have been no other effort made by DPI to recruit and hire Hispanics for any vacancies in the agency, other than those they were compelled to make in response to mandated programs.

Thus, their affirmative action plan leaves much to be desired if one is to judge not the plan itself, but the results generated by its implementation. Out of 644 agency staff, two (2) or even three (3) Hispanics is an insignificant, if not ridiculous, figure.

It appears as if DPI has no mechanics for the gathering of specific data relative to Hispanic pupils in the state. In their response to the questionnaire sent by the Governor's Council for Spanish Speaking People, it is



clear that whatever data is kept on Hispanic pupils is inaccurate and poor. There is no data on the Hispanic "dropout," while there is data given on the total number of dropouts for the state.

There is no data on bilingual testing and evaluation; there is no breakdown of data on Hispanic Title I participants, or for other programs vis-à-vis services to Hispanos.

When questioned on the issue of compliance with the Lau Remedies<sup>1</sup> set forth by the HEW Office of Civil Rights (OCR), DPI's response only states that a DPI consultant has explained the Lau mandate to a handful of districts. It is certain that DPI has not taken a definite position on compliance with Lau, and is offering no leadership to school districts, nor providing any direct assistance to those districts that are obviously in violation of the OCR mandate. It would be devastating if, now that we have a state Bilingual-Bicultural Education Act, DPI does not take the initiative to assign the necessary personnel to inform school districts about their obligations under the law and to help them plan for the implementation of the act.

One final item of importance is that of bilingual-bicultural teacher training programs. DPI has played a very traditional role in this area. They have waited for university people to come forth seeking assistance on the development of programs. In the past, DPI has not gone out to training institutions to request the development of more appropriate programs to

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<sup>1</sup>In January 1974, the United States Supreme Court unanimously ruled that failure by the San Francisco Unified School District to provide meaningful educational experiences to children of limited English-speaking ability constituted a violation of Title VI, Section 601 of the Civil Rights Act of 1964 (414 U.S.563). Later in 1974, the Office for Civil Rights of the Department of Health, Education and Welfare commissioned a task force of experts in the fields of education and law to prepare a set of guidelines which OCR might use for internal review of compliance plans submitted by school districts found to be in violation of the Lau mandate. The Lau Remedies, issued in the Summer of 1975, are the product of that task force's deliberations.



address the requirements set forth in the Bilingual-Bicultural Education Act. Of particular urgency in this area are: (1) the need to develop appropriate certification standards and procedures for bilingual-bicultural personnel, and (2) the establishment of teacher training programs at colleges and universities which will turn out qualified and certifiable bilingual-bicultural teachers, counselors and other personnel.

#### Recommendations

- a. DPI should initiate an aggressive recruitment and hiring program aimed at increasing the number of Hispanic personnel in the agency, at all levels of employment. A specific plan should be prepared as to how this will be accomplished, with a description of appropriate resources and a timetable for implementation.

This recommendation calls for a short-term response. It should not require major changes in agency policy or operation. It is not acceptable that DPI, with its number of staff, has not hired more Hispanics. It seems that their Affirmative Action Plan is merely another plan with little, if any, evidence of results in the hiring of Hispanics.

- b. DPI should establish an internal mechanism for the gathering and collection of data on Hispanic pupils on a statewide basis with particular emphasis to be placed on bilingual-bicultural education: needs, developments, accomplishments, and evaluation. Such mechanism should be an integral part of DPI research efforts, and a summary or analysis of the data collected should be published and distributed on a yearly basis. Specific data on Hispanic pupils and personnel as affected by the total Wisconsin educational system should be compiled.

This recommendation would take a combination of short- and long-term responses. A commitment must be immediately made to move in the direction recommended. The implementation and supervision of the above should be tied into the office of the bilingual-bicultural education consultant and his/her staff, if available. Cooperation with other agencies; e.g., HEAB, VTAE, and the UW System will be required.

- c. DPI should initiate an informational campaign throughout the state to advise school districts that could be affected by the Bilingual-Bicultural Education Act of their obligations under the new law. DPI should assist such districts in the establishment of bilingual-bicultural Programs prior to September 1977.

This recommendation calls for a short-term response. Districts must be informed immediately (i.e., before March 1977) of their obligation to take a census and develop programs prior to July 1977. DPI could initiate an information campaign using the media -- press, television, radio -- and direct contact with the districts that appear likely to need bilingual-bicultural education programs. It is also important that they give more assistance to those who already have programs but which, apparently, still have questions about the legislation.

This recommendation would not require major changes in policy and operation of the agency. It mainly calls for the assignment of personnel to do what has been described above. Cooperation with the Educational Communications Board and UW-Extension (WHA Radio/TV) will facilitate carrying out this recommendation.

- d. DPI should ensure input by the communities affected in the implementation of the Bilingual-Bicultural Education Act through the establishment of a permanent state Advisory Council on Bilingual-Bicultural Education. Rules and guidelines for the implementation of Chapter 395 should be approved by that council prior to submission for action by the State Superintendent.

This recommendation might call for an allocation of monies by DPI for the Advisory Council. It is very possible that there will be expenses (mileage, lodging) incurred by the council members that DPI will have to reimburse.

- e. DPI should establish an internal mechanism, as an integral part of its administrative and organizational structure, to assure compliance by local school districts with Chapter 395. A "Bureau of Bilingual-Bicultural Education" should be established under the Division for Instructional Services equipped with the appropriate staff to assist the bilingual-bicultural education consultant in carrying out the legislative mandate.

This calls for short-term and long-term responses. The agency might have to make certain operational and policy changes to allow for the establishment of the Bureau on Bilingual-Bicultural Education.

There is no doubt that the task to be done relative to compliance with Chapter 395 is a difficult, complicated one and that the workload cannot be carried on by just one bilingual-bicultural education consultant. It would be most appropriate to hire an assistant to the consultant and to provide the consultant with clerical and office assistance as well.

Moreover, if the state is to derive its share of federal funds devoted to bilingual education, technical assistance will have to be provided to school districts in the preparation and submission of proposals to HEW (Office of Bilingual Education). As additional funds in the areas of career education, vocational education, and others become available, more staff time will be required to effectively monitor the search for these federal monies. Additional staff thus becomes a necessity.

- f. DPI should work in coordination with local colleges and the Wisconsin University System in the development and/or improvement of bilingual-bicultural teacher/counselor training programs. Such projects should be given assistance and should be advised as to the kind of academic programs needed to ensure the future bilingual-bicultural teachers the appropriate state license and certification.

This recommendation calls for short- and long-term responses. DPI needs to take the initiative in getting colleges and universities, especially certain units in the UW System (Milwaukee, Madison, Oshkosh, Parkside and Whitewater), to prepare the necessary personnel for bilingual-bicultural programs.

The recommendation does not call for major changes in the agency but does require that they move quickly on the matter even if it requires the reassignment of staff or hiring additional staff to do so.

- g. DPI should cooperate with the Department of Natural Resources in disseminating information about the Youth Conservation Corps Program to Hispanic high school students throughout Wisconsin.

The Department of Natural Resources should publicize information about this youth program among Hispanic high school students. DPI should cooperate with DNR on this project.

#### 4. STATE HISTORICAL SOCIETY

##### Background Information

The State Historical Society of Wisconsin is responsible for the interpretation of the history of the State of Wisconsin. Activities which the Society accepts as its domain include collection of artifacts, restoration projects, and organization of museums highlighting Wisconsin's historical phases. According to information submitted to the Council, their main emphasis is on the period prior to 1900. The period beyond 1900 is not yet programmed as part of their scope of work, although their work mentions two projects that were for the most part events that had no continuity or long-range purpose.

Walker's Point in Milwaukee's south side is an area marked for restoration. The Society has begun extensive plans to restore several buildings in the Walker's Point area. Walker's Point is where the highest concentration of Hispanics reside in Milwaukee's south side. For many years Walker's Point was allowed to deteriorate and became an area of the city where indigent Hispanics and others resided. The area is now considered an area of interest by the Historical Society because Walker's Point was one of the early settlements which later became part of the City of Milwaukee. Projects that have been funded in the Walker's Point area have not been aimed directly at the Hispanic community, although Hispanics are nonetheless directly affected.

In addition to the thousands of immigrants from eastern, southern and western Europe, who settled in Wisconsin, Hispanics began to arrive in the second and third decades of this century and continued to immigrate or migrate throughout the 50's, 60's and into the 1970's from Mexico, the southwest, Puerto Rico, as well as Central and South America. The Society has so far concentrated its efforts on the experience of 19th century immigrants to Wisconsin.

### Recommendations

- a. The State Historical Society of Wisconsin should be directed to prepare a historical project which will seek to research, collect, and establish a permanent display that will preserve the Hispanic historical experience in the State of Wisconsin.

The following are prerequisites to implement the recommendation:

- (1) Establishment of a statewide Hispanic advisory committee that will advise the State Historical Society of Wisconsin on all matters related to the history of the Hispanic community in the State of Wisconsin.
- (2) Preparation and displays of the history of Hispanos in Wisconsin -- their experiences and contributions to the state's development.
- (3) Resources need to be made available to prepare instructional packages for school districts, organizations, and the general public on the historical experiences of Hispanics in the State of Wisconsin.

- b. The State Historical Society of Wisconsin should be directed to make a policy statement that it is the intent and priority of the Society to encompass the historical experiences of Hispanics in Wisconsin.

Drastic change in agency policy is probably not necessary since information made available to the Council does not indicate that the Historical Society is limited to specific activities. The Society, however, should provide documented proof of the additional emphasis and incorporation of Hispanic historical concerns as part of their work scope.

- c. The State Historical Society should establish a collection of historical documents, books, and films that will be available for utilization by Hispanic communities and the general public to enhance an awareness of the origins and present reality of Hispanos in the State of Wisconsin within a national perspective.

The following steps are required:

- (1) That direct input be provided to the Historical Society by persons with expertise in this area as to the quality of materials to be bought. Further, a two to four-year plan of acquisition of materials related to Hispanos should be developed by the Historical Society.
- (2) That materials be organized and distributed in such a manner that they will be known and utilized by Hispanos. Coordination with DPI, the UW System and other units of government will be required to implement this recommendation.

Existing materials available related to Hispanic groups will be identified and added to the list of materials being collected.

- d. The State Historical Society should actively search for funds from the Ethnic Heritage Studies Act and other sources (public and private) to establish a statewide project which will highlight the history of Hispanos in Wisconsin.

Federal (and other) funds should be sought to finance a project which will conduct research on the historical background (written and oral history) on the origins of the Hispanic community in Wisconsin.

Curriculum materials for use in instructional programs (K-12, post-secondary and adult education) should be developed, along with other products to be used in other media (recordings, videotapes, photography, etc.) to disseminate information about Hispanos in Wisconsin.

The cooperation of the Department of Public Instruction, selected units of the University of Wisconsin System and others will be needed to carry out this recommendation. The State Historical Society should assume the leadership in mounting this funding effort with the assistance of the units previously mentioned.

The recommendations require a change in agency direction, orientation, and awareness with a perspective that should encompass contributions by a variety of immigrant groups. New staffing and allocation of funds are necessary to implement the recommendations. Projections and specific target dates should be designated for completion of this project.

## 5. UNIVERSITY OF WISCONSIN SYSTEM

### Background Information

Although available data indicates that minority students are reaching the Wisconsin University campuses in higher numbers, the same data does not provide conclusive indicators as to percentages of attrition, percentages of retention, fields of study, employability of graduates, graduate studies, continuation. The experience of Hispanic students with the University of Wisconsin System, therefore, remains undefined due to the critical limitations of available data.

What is evident in data made available to the Governor's Council for Spanish Speaking People is that there has been no defined or deliberately implemented plan of action for the wide spectrum of Hispanic citizens in the State of Wisconsin.

In June 1972, the UW Board of Regents, through the efforts of a "Regent Ad Hoc Committee for Minority and Educationally Disadvantaged Students," made a series of policy recommendations based on information obtained at a series of public hearings, as well as research by central administration and others. The report represents a laudable step to address the needs of minorities (the report concentrates on "Native Americans, Blacks, and Hispanos"), but has a major flaw because it fails to set measurable quantitative goals by which progress could be measured.

Four years later, the UW Board of Regents has enacted another set of policy recommendations to improve services by the UW System to racial and ethnic minorities for a period of five years (1976-1981). This time some quantifiable objectives have been established on increased minority enrollments and increased numbers of baccalaureate degrees. Other areas covered by the report include American ethnic studies courses, interagency cooperation (UW System, HEAB, and DPI) but for these, and others, once again there is a lack of specified and measurable objectives and timetables; and no unit(s) or agencies have been assigned responsibility and deadlines to carry out the Board's mandates.



Continuation of uncharted actions by institutions with such potential as the University System borders on the irresponsible since a significant amount of state and federal resources is said to be allocated to impact upon minority students in the State of Wisconsin. Hispanic students are reaching most campuses throughout the State of Wisconsin, even though there is a concentration of Hispanics in the southeastern part of the state. Hispanics continue to demonstrate their high expectations in higher education. Available data provides conclusive evidence that a number of Hispanic students are benefiting from the resources that certain campuses have specifically allocated. And, although the resources allocated for outreach activities have produced a high level of enrollment of Hispanic students, retention track records by programs are poor and too often students experience dismal failure and frustration due to minimal supportive services. The University System must continue to be innovative in impacting upon non-traditional students in non-traditional manners. Higher enrollment of Hispanic students cannot be the ultimate indicator of success by the University of Wisconsin System. The University's commitment in truly providing educational opportunities must be measured in terms of resources allocated within a clearly defined policy and plan of implementation, significant numbers of graduates in a variety of fields, employability of graduates, and permanency/continuation of higher education plans.

The indicators of continued effort in providing minimal resources which produce minimal results must be analyzed in the historical and present context. The simple, automatic continuation of programs which emerged as reactions by educational systems to the unrest of the sixties cannot be justified in the thoughtful seventies and beyond. There is clearly an imminent danger for the minimum to become the maximum. The experiences of Hispanics with the University System are indeed similar to the experience of Black citizens with higher education in the State of Wisconsin. Hispanics are absent from campuses' personnel data. Hispanics have little or no input in University concerns. Hispanics are not involved in decision-making roles as to University matters. Wisconsin's University System has indeed a long way to go, and the Governor's Council for Spanish Speaking People urges that the University of Wisconsin System begin a new era in which, through a defined plan of action,



Hispanic citizens will benefit from the effective utilization of the University of Wisconsin System's resources.

The recommendations that follow address areas of concern based on an analysis of data made available to the Governor's Council for Spanish Speaking People. In our judgment, they represent some of the critical areas which should be considered in preparing a comprehensive higher education plan of action for Hispanics in Wisconsin.

### Recommendations

#### a. Student Enrollment/Recruitment

- (1) The UW System should intensify efforts to increase the enrollment of Hispanics at undergraduate and graduate levels at rates which are comparable to the established Regent policy (June 11, 1976) for minority enrollment. Primary responsibility for achieving this goal should be placed on those units (four-year campuses, doctoral cluster institutions, two-year centers) located in geographic areas of the state where significant concentrations of Hispanics reside: Oshkosh, Parkside, Whitewater, Madison, Milwaukee, and the UW-Center at Waukesha.

The numbers of Hispanic students graduating from high school has increased over the past three years, although exact data is not available from DPI. The establishment of bilingual-bicultural K-12 education programs in Milwaukee's public schools has been partly responsible for this. It is reasonable to expect that as bilingual-bicultural programs are established throughout the public school system in Wisconsin (1977-1981), the numbers of Hispanic students graduating from high schools will also increase. An additional pool of Hispanics eligible for admission to higher education will consist of adults past high school age for whom non-traditional, extended degree programs will have to be developed over the next several years.

Enrollment of Hispanic students in the UW System has increased from 323 (1970-72) to 842 (1974-75) which amounts to 14 percent of the total minority enrollment of 5,879 in 1974-75.

The recommendation requires a combination of short- and long-term responses: Increased efforts by existing recruitment programs and additional resources to be allocated to these or newly established programs both in the 1977-79 and in the 1979-81 biennial budgets. Comparable or commensurate levels of enrollment goals (13 percent yearly for five years) projected for all minority students will indicate progress.

In order for this goal to be met, the percentage on a campus-by-campus basis may well have to exceed 13 percent. Indeed, it is quite possible that some campuses may have to double their Hispanic student population in order for the 13 percent goal to be met system-wide. Special efforts will be required by all campuses listed above in this regard.

Interagency cooperation required includes HEAB and DPI. Internally, it also requires:

- (a) Reallocation by individual campuses of staffing and funds; and
- (b) New staff and additional funds.

In order to reduce the numbers of minority student dropouts, the UW System should take the initiative to develop pilot demonstration precollegiate programs (in cooperation with DPI and the VTAE System) which will be aimed at high school populations. Two or three pilot programs should be developed and provided with adequate resources over a three- to five-year period. If successful, additional efforts would be channeled in this direction. This would be in accordance with established Regent policy (June 11, 1976).

- (2) Recruitment efforts by units within the UW System must be concentrated on local Hispanic communities and school districts with significant Hispanic enrollment.

Individual campuses conduct enrollment efforts independently of other units within the UW System and other state education agencies; e.g., HEAB. There appears to be minimal cooperation, if any, with DPI. Moreover, special recruitment efforts are often aimed at out-of-state

students, with Chicanos in southwestern states as the main target. Little effort appears to be made to exhaust the local pool of students who are state residents, who should be the primary beneficiaries of the UW System's programs and services. While it is recognized that some UW System units attract students nationally/internationally, efforts must also be directed at the entire spectrum of Hispanics in the United States. Thus, only after the local (state) pool of potential applicants is exhausted, should undergraduate and graduate recruitment be directed on a regional (Midwest) basis and also toward the eastern seaboard. This is not the case at the present time.

Measurable progress will be the numbers of Hispanic students, in addition to Chicanos from the southwest, who are enrolled in the UW System on a yearly basis from 1976-1981.

Inter-unit (within the UW System) cooperation will be necessary in various units, including reallocation of staff and resources to areas previously neglected.

A related recommendation, which has implications which go beyond the needs of Hispanic students, might be that a Minority Student Referral System be established within the UW System. Lists of minority applicants would be shared among interested units so that students who might not be admitted to a given program in any single unit might be considered by another unit. A specific unit within the UW System would have to be designated to act as a clearinghouse/data bank for minority applicants, with lists derived for applicants from the various minority groups (Black, Native American, Hispanic American, Asian American). The UW Board of Regents should request a feasibility (and cost analysis) study on this concept to be done by UW Central Administration during the 1976-77 academic year. This would form the basis for planning and implementation in the 1977-79 biennium. Cooperation between the UW System and the HEAB will be needed, and the UW System should be responsible for implementing this related recommendation.

b. Staff Recruitment/Faculty Recruitment

- (1) The UW System should increase its efforts in the recruitment and employment of staff and faculty at all levels of responsibility, with special emphasis being placed in hiring Hispanos for faculty as well as administrative, policy-making positions.

In spite of affirmative action plans by each major unit within the UW System, Hispanos (and other minorities) continue to be severely underrepresented in most levels of employment (the only possible exception might be the clerical or service/maintenance positions). This is perhaps most visible in the small numbers of Hispanic faculty and academic staff, particularly if we isolate from these figures departments of Spanish (which often employ persons who, although of Hispanic background, may not be U.S. citizens or permanent residents). A cursory examination of the "New Hires" report which emerged from Senior Vice President Percy's office (February 3, 1976) clearly documents the lack of substantial progress in the area of affirmative action generally, and particularly where Hispanos and Native Americans are concerned.

Measurable progress will be evaluated by additional Hispanic faculty and academic staff hired at all levels over the period 1976-1981.

Inter-unit cooperation will be necessary. In this regard, a system-wide employment opportunity data bank could be established wherein vitae of prospective employees might be listed for use by any unit of the UW System which may be searching for persons to fill specific vacancies. The program might be computerized and kept up to date and could be patterned after the UW-Extension's Equal Opportunity Office, which keeps a numbered list of resumes on file of potential minority employees, or DOA's Project CONTACT<sup>2</sup> Units within the UW

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<sup>2</sup>See pg. 88 for description of Project CONTACT

System would be asked to share resumes of persons who write to inquire about possible openings by sending them into a centralized data bank. In addition, other state employees might list themselves in the hope of transferring from one unit of state government to another. There could be other functions, but the main purpose would be to establish a clearinghouse of available applicants to all UW System units. A specific vehicle to implement this recommendation should be identified or created (an office, a faculty member or a group of faculty at one or more units of the UW System, etc.) and adequate resources should be allocated to it, including release time for faculty members or administrators.

In addition, a Minority Junior Faculty Development Program should be established by the UW System. This program, which could be patterned after the UC-Berkeley's program, would earmark funds for release time for 10-15 junior faculty to do research which will help them qualify for promotion and tenure. Summer research grants and one-semester career development grants would be awarded throughout the UW System to minority junior faculty, and others, who are diverted from their research because they are in heavy demand for counseling, committee work, other campus services and work with community groups.

#### c. Supportive Services

- (1) That the University of Wisconsin System provide and coordinate additional resources for academic and non-academic supportive services for Hispanic students in order to ensure successful continuation of studies. Innovative support services for Hispano programs must be the primary responsibility of individual campuses.

Available data indicates that a number of campuses do have programs that include recruitment, learning skills, and counseling activities. There is little evidence that any of the supportive programs include non-academic supportive services such as counseling and psychological services.

The recommendation necessitates an assessment of how effective present support services have been, a re-orientation of goals and objectives of supportive services, and the establishment of non-traditional supportive services.

The recommendation requires short-term goals since individual campuses are primarily responsible for establishing supportive services programs. Long-term goals are also required since the intent is not only for students to be processed initially but to benefit from the continuity of available programs.

Inter-campus coordination among units providing available supportive services for Hispanic students is indispensable. A unit should be selected by the UW Regents to initiate and maintain coordination in this area, and an appropriate timetable should be established.

- (2) The University of Wisconsin System should designate Oshkosh, White-water and Parkside and the UW Center at Waukesha as "impact campuses;" and resources should be designated over subsequent biennia for purposes of planning, academic programs, faculty development, and creation of innovative educational service units that will serve Wisconsin's Hispanic population through the preparation of personnel in a variety of fields.

The recommendation requires a policy statement from the Board of Regents indicating commitment and support for long-range programs and service goals related to the three specified campuses. Regents must also incorporate these recommendations within projected campus development plans since the interest is to establish educational units which are completely integrated into campus structure. "Special Programs" syndrome should be avoided in establishing these educational units.

Care must be exercised in preventing unnecessary duplication of efforts by these campuses. Expansion of existing programs may very well satisfy this need, and coordination among these units will be needed for the most effective utilization of resources.

The Milwaukee and Madison campuses have on-going programs<sup>3</sup>, and this recommendation should in no way be interpreted as recommending that no additional funds be allocated to them. On the contrary, because of their unique strengths, geographical location, and as the two major campuses with advanced graduate and/or professional schools, Milwaukee and Madison should continue to receive a significant share of minority and disadvantaged monies. Rather, the recommendation aims at a new effort, which would go beyond existing funding and programmatic levels, through which these campuses could deliver programs and services in academic areas where Hispanos are sorely needed and where, traditionally, they have not enrolled in any significant numbers. These units of the UW System would be increasingly sharing the entire system's responsibility to better serve minorities, specifically Hispanos in this case. As an initial step in this direction, special programs; e.g., a five-year program, pre-law and pre-medicine, business, nursing and other technical fields, should be established or expanded in each of these selected campuses.

Long- and short-range goals are involved in the recommendation. Evidence of implementation must come in the form of specific policy statements by the Regents, drafting of an educational plan with input from the Education Committee of the Governor's Council for Spanish Speaking People, allocation of resources to initiate implementation, and compliance with set deadlines related to the overall educational plan.

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<sup>3</sup>It must be stressed, however, that the Council found that most of UW-Madison's (and some of UW-Milwaukee's) programs to serve minority students in the areas of recruitment, tutoring, counseling, and other student services lack any definite focus on Hispanic students. That is, no real emphasis is placed on meeting the needs of Hispanos as a group. This situation is obviously unacceptable to the Council.



- (3) The UW System should prepare an annual report on the participation and involvement of Hispanos in public higher education in Wisconsin.

This comprehensive report should contain specific data from individual campuses and other units as to the numbers of Hispanic students enrolled, levels, number of faculty and distribution by rank, programs (academic, supportive services, outreach, etc.) impacting on Hispanos, with funding levels for each, attrition rates, numbers of graduates, and other pertinent information.

The need for this type of information is evident from the dearth of longitudinal data on Hispanos, as a separate group among various minorities. This report would be of use in planning for future program development/expansion of services for Hispanic students, faculty and staff by the UW Board of Regents, the UW Central Administration, and individual units within the UW System.

A specific unit of the UW System should be assigned the task of preparing this annual report and should be provided with adequate resources to carry it out in an expeditious manner.

This recommendation requires an administrative decision since reports of this nature are already currently available for other target populations, but not for Hispanic students.

The recommendation also requires the cooperation of the various campuses in order to provide current, reliable data on which future planning and budgetary decisions will be based.

d. Academic Programs

- (1) At the Madison, Milwaukee, Oshkosh, Parkside and Whitewater campuses, the UW System should promote the development and expansion of courses, programs, and research focusing on Hispanic Americans, their heritage and experiences. Immediate attention and priority must be given to bilingual-bicultural teacher training programs.



Courses in the area of American Ethnic Studies which pertain to Chicanos, Puerto Ricans and other Hispanos, exist in varying numbers and quality at all of the institutions listed above. By and large, these offerings are not part of a specifically coordinated or degree program within each campus, but represent efforts by individual schools or departments within particular schools to respond to requests by Hispanic students and/or community groups. Generally speaking, the degree of activity within individual campuses is directly proportional to the number of Hispanos on the faculty and the number of Hispanic students there.

The recommendation requires a long-term response (1976-81) and follows in the spirit of the UW System's plan for the development of American Ethnic Studies. Specific indicators of progress made to implement it will be the number of course offerings, degree programs, research studies, and related activities (conferences, symposia, lectures, etc.) generated on a campus-by-campus basis.

Aggressive recruitment and hiring of Hispanic faculty for these programs and activities will have to be an indispensable component of the UW System's (and of each individual campus') efforts in this regard.

Chapter 395 (Bilingual-Bicultural Education) mandates bilingual-bicultural programs for public school districts meeting specific requirements. There will be a need for many teachers, counselors, and other staff for these programs, starting in 1977; and the UW System should actively support the establishment and/or expansion of teacher training programs in this area.

Individual campuses (Madison, Milwaukee, Oshkosh, Whitewater, and Parkside) will be required to commit local resources to the development and expansion of these programs. Additional funds should be allocated for bilingual-bicultural teacher training programs, which have a direct programmatic offering relationship to Hispanic Ethnic Studies.

Regarding cultural and academic activities, inter-campus cooperation in sharing of speakers, faculty, monies to sponsor activities and coordination of efforts will be required in order to make the most efficient use of available resources.

A policy statement by the UW Board of Regents related to this recommendation will be required, with appropriate allocations to each campus to carry out this mandate.

e. University of Wisconsin-Extension

- (1) The UW-Extension should be directed to prepare and execute a plan of coordinated efforts (programs, outreach services, research) to serve the broad range of needs of Wisconsin's Hispanic community.

The Report by UW-Extension, Spanish American Programming -- Fiscal Year 74-75 and 75-76 (June 1, 1976), reveals that there have been many programs by several units in different regions of the state, with varying degrees of impact on Hispanic persons/groups. These range from educational offerings in the area of physical and mental health and nutrition, to youth development, small business development, community development, and others, with funds coming from a variety of sources: Title I - HEA, Smith-Lever, other state agencies, and GPR.

There is no evidence of a general plan to coordinate these varied thrusts by numerous Extension units which appear to work independently, often without knowledge of programming by other units which is also aimed at Hispanics. Both short- and long-term responses are needed to implement this recommendation.

- ♥ The UW Board of Regents should direct UW-Extension, with assistance from central administration, to develop a comprehensive plan to coordinate programs, services, outreach activities and research which relate to Hispanics in Wisconsin. Cooperation with other UW System units should be built into this plan, and timetables should be specified for progress reports to be submitted to the Regents.

## 6. VOCATIONAL, TECHNICAL AND ADULT EDUCATION SYSTEM

### Background Information

The Vocational, Technical and Adult Education System's (VTAE) programs for Hispanic people, while few, are not funded for the most part as ongoing programs in the various districts. This does not ensure the continuity that is vital if these programs are to have an impact on a population with needs as unique as those of the Hispanic community. With a budget allocation of \$107,400,000 plus for the 1973-75 biennium, its money output is far less than half a million dollars in programs serving the state's Hispanic population.

Local VTAE districts are responsible for providing services directly or through community agencies dealing with Hispanos and/or other private or public organizations. The Board of VTAE has not confronted districts that have failed to commit monies to be utilized in minority programs, particularly those addressing Hispanic needs. Local districts have continuously avoided their responsibility by not providing financial matching support to local ongoing programs. Frequently, projects are forwarded for approval to the State Board of VTAE with no local money commitment from the districts. That is, 100 percent federal funding is made a condition by the district submitting the proposals. If approved by the State Board of VTAE, the project can operate for one year. If VTAE does not approve, there simply is no project. In both instances, there is no local commitment to convert the project into a ongoing program. If the State Board of VTAE does not aggressively encourage local districts to meet their obligations, there is no assurance that programs/projects thus funded will have a continuity beyond possibly two years. There cannot be quality services and programming offered with any degree of continuity, as is the case given the present practice.

Community agencies serving Hispanos must also insist less on outright autonomy and should pressure districts to meet local needs. Rather than continue the funding of scattered, small and short-span projects, the goal should be for the districts to absorb those projects as ongoing programs, since this would assure continuity and stability. Still, this would have to be done bearing in mind the unique program approach that is needed in the

case of the culturally/linguistically different Hispanic community. Obviously, bilingual-bicultural staff will be needed for programs to serve this population.

Out of 99.5 employees at the State Board of Vocational, Technical and Adult Education, only one (1) is Hispanic. In the four years that the vocational education consultant who is a Hispano has been employed, VTAE has not felt the need to hire additional Hispanic personnel. (It should be noted that this consultant has responsibilities which extend beyond serving Hispanos and include Native Americans, women, handicapped and the area of corrections.) The needs of the Hispanic communities throughout Wisconsin require the hiring of more Hispanic personnel at the state agency level, just as local districts should be urged to increase their numbers of Hispanic personnel.

Programs for the Hispanic population funded by local districts are few and primarily English as a Second Language (ESL) or Adult Basic Skills programs. With the exception of the Milwaukee programs which serve large concentrations of Hispanos, the rest could hardly be called programs. There seems to be no attempt to concentrate efforts and monies in areas that would broadly serve the Hispanic population.

It must also be argued that the needs of the Hispanic community are not limited to ESL or Adult Basic Skills. There is no evidence of how the VTAE System plans to involve and serve Hispanos in more vocational training, apprenticeship-related programs, or one- or two-year certificate or degree programs. Nor is there any evidence of VTAE encouraging districts to move in this direction.

As to the need for informing the public of services available and the functions of VTAE, the latter must depart from "tradition" and initiate public information measures by itself and in coordination with other agencies and districts.

### Recommendations

- a. The VTAE System should be directed to employ additional Hispanic personnel at all levels with special aggressive recruitment and commitment to place Hispanic personnel in decision-making positions.

VTAE local districts, particularly those in areas with significant Hispanic populations, should be urged to increase their numbers of professional and non-professional staff, and to upgrade and promote Hispanics who are already working there.

This and the following recommendations require an assessment of present agency policy as to type of programs, continuity of these programs, funding levels, VTAE personnel available to provide technical assistance to community agencies serving Hispanics and local districts. The Department of Administration should authorize at least one additional position for a vocational education consultant with primary responsibility for programs serving Hispanics.

The response required by this and the following recommendations should be a combination of short- and long-term. A copy of the plan of action with specific steps for implementation and timetables should be made available to the Governor.

- b. The State Board of VTAE, with assistance of the VTAE Directors Association and in consultation with the Advisory Council on Vocational Education, should formulate a plan of action with goals and specific target dates in establishing continuous programs for Hispanics to be funded as ongoing programs, in cooperation with local districts, in all program areas in which VTAE provides services.

Prerequisites for implementation of this recommendation are:

- (1) Analysis of existing programs and suggested modifications for better and increased level of services to Hispanics;
- (2) Identification of alternatives to safeguard and/or expand existing or possible future relationships between local districts and agencies serving Hispanic populations; and

(3) Identification of obstacles and recommendations for implementing alternative solutions, with specific timetables attached.

- c. The State Board of VTAE should set up a Bureau of Bilingual-Bicultural Education, established with adequate staffing and resources to meet the needs for multilingual and multicultural programming throughout Wisconsin's VTAE System.

Requests for bilingual-bicultural programming by the VTAE System have come from Hispanic communities in the state since 1972. VTAE has taken some limited steps to address these requests, such as the translation into Spanish of thirty film strips on vocational and technical careers. There are federal appropriations for bilingual vocational education. Chapter 395 of Wisconsin Statutes requires bilingual-bicultural programs (starting in 1977) by Wisconsin public school districts meeting certain conditions. There appears to be no concerted effort on the part of VTAE to address a documented growing need and a bureau would provide an effective vehicle for system-wide implementation and coordination of programs in this area.

- d. VTAE should be directed to develop and provide specific data that will indicate numbers of programs, types of programs, funding levels, continuity aspects of programs, numbers of Hispanic persons enrolled and benefiting from these programs, retention rate of Hispanic participants and specific amounts of monies spent in services to Hispanos.

This recommendation requires long- and short-term responses. The intent in asking VTAE for data not presently available, is to require the gathering and publication of data on a regular, ongoing basis, in order to highlight how Hispanic students are faring in the VTAE System.

This recommendation does not require a change in agency policy; it requires an administrative decision that will be accompanied by proper allocation of resources and delegation of duties in securing the requested data both at the staff office level as well as at the district level. Emphasis should be placed on districts located in areas with significant concentrations of Hispanos.

- e. VTAE should engage in cooperative research ventures, in coordination with other state agencies, such as DPI, the UW System, H&SS, HEAB, and local districts, aimed at investigating and accumulating data on the vocational, technical and adult educational needs of the Hispanic people of Wisconsin.

This data will assist in cooperative planning by these agencies and VTAE in devising better ways to deliver expanded and improved services to Hispanos and others throughout Wisconsin.

This recommendation calls for a combination of short- and long-term implementation. It would also require the allocation of monies for this specific type of research and more initiative on the part of VTAE to communicate regularly with other agencies in order to initiate one or two such projects before June 1977.

B. REPORT OF THE EMPLOYMENT, MANPOWER AND AFFIRMATIVE  
ACTION COMMITTEE

1. Department of Administration
2. Department of Agriculture
3. Department of Industry, Labor and  
Human Relations
4. Department of Regulation and  
Licensing
5. State Manpower Council



## 1. DEPARTMENT OF ADMINISTRATION

### Background Information

The Department of Administration (DOA), under the direction of the Secretary, is responsible for carrying out broad statutory authority for the coordination and improvement of services provided to state agencies. It provides management services and assistance to state agencies. It presents clearly defined alternatives and objectives of state programs and policies to facilitate rational decision-making and planning by the Governor and the Legislature. The Department assists state agencies in providing their services as efficiently and effectively as possible. It assures the Governor and the Legislature that the services are being provided to the public at the authorized level. The Department analyzes administrative and fiscal problems faced by the state and recommends solutions.

The Department is organized into four divisions with ten bureaus and a federal-state relations unit:

The Administrative Services Division contains most of the internal operating functions of the Department such as its own budget, accounting, personnel and payroll functions and administrative services for attached boards. A second major function is to develop new management systems to improve Department operations and to assist the Secretary's office in major policies and programs that cut across functional divisions.

The Employee Relations Division operates various personnel and employment services for state agencies: collective bargaining administration, training, employee classification and compensation, career executive assessment, civil service examinations and staffing, and other employee-related functions. The division administers demonstration projects employing developmentally disabled persons and former criminal offenders.

The Executive Services Division contains most of the major program and policy analysis services: comprehensive state planning; budget preparation; management, financial, and federal program analysis; program

evaluation; information services; risk management; and other statewide management and coordination functions.

The General Services Administration Division handles most of the general operating services provided to state agencies: state building program, facilities planning, real estate and appraisals, management of state office buildings, purchasing, printing, federal surplus property, records center and microfilm, data processing, auto fleet, protective services and other related operations.

In its response to the questionnaire sent by the Council, DOA reported as of April 1976, there were ten (10) Hispanic employees in the agency; five (5) of whom were listed as "building maintenance helper 2," one (1) was a limited term employee (LTE-Police Cadet), one (1) a shipping/mailling clerk, one (1) a technician, and two (2) were professionals. The total number of DOA employees was 934. Detailing its efforts to inform Hispanic citizens of opportunities for employment in DOA, and other state agencies, the agency reports having prepared Spanish translations for job vacancies and other departmental publications, as well as job description summaries (in Spanish) for inclusion in the agency's bulletins. DOA furnishes a list of Hispanic organizations throughout Wisconsin for state agencies to use in sending them special announcements. The Department also sends the summarized job descriptions to the Spanish radio and television programs which appear in the 1976 edition of the "Directory of Agencies and Organizations for Spanish Speaking in Wisconsin."

DOA reports that six (6) Hispanos serve on advisory committees, commissions, or councils attached to the Department for administrative purposes. (The Governor's Council for Spanish Speaking People is excluded from this tally.) For the two-year period from January 1, 1974 through December 31, 1975, DOA reports that a total of thirty-three (33) Latins served on oral examination boards for the Bureau of Personnel.

The Department's Bureau of Facilities Management (BFM) reports that an extension to a specific project was awarded to an Hispanic architectural firm in January 1976, in the amount of \$11,532. In addition, BFM indicates

that it has worked with the Office of Minority Business Enterprise (OMBE) in promoting business activities with the state by minority contractors. In this regard, DOA has created a proposed Administrative Rule (Adm. 11.09, #7) which, if approved, would require affirmative action programs and increase equal employment opportunity in construction firms receiving state contracts. Finally, DOA reports that a new position (compliance officer) has been added to the Affirmative Action Office to review departments on compliance (or the lack thereof) with Executive Order No. 9 (Affirmative Action Program).

In response to a query pertaining to the Bureau of Personnel's efforts to recruit Hispanic persons for state employment, DOA reports that a record of applications for state employment is not maintained by ethnic background; and the Department is thus unable to indicate how many Hispanic applicants there were since 1974. The same applies to the number of Hispanics interviewed. The Department did report that the number of Hispanic employees (excluding the UW System) increased from a total of 518 in 1974 to 556 in December 1975. These totals make up 0.69 percent and 0.73 percent, respectively, of the total state work force for each year.

The Department has operated for the past three years a "Minority Summer Intern Program" (MSIP) and Hispanic participation has been as follows: six (6) in 1974, four (4) in 1975, and eight (8) in 1976 -- out of 60 participants -- or 13 percent. Although many state agencies take part in this program, which gives enrolled persons training in job-related fields and promotes credibility of these agencies' affirmative action goals, DOA reports that some major departments have not participated (Local Affairs and Development; Agriculture; Industry, Labor and Human Relations; Natural Resources; and Public Instruction). Significantly, DOA reports that although the Oshkosh, Platteville, Whitewater, and Madison campuses have participated in the program, the UW-Milwaukee campus, which has the largest minority enrollment in the UW System, also has not participated.

The Department of Administration reports that two (2) Hispanics have participated as candidates at the Executive Assessment Center, but that none of the examiners have been persons of Hispanic descent. Regarding the training

programs in DOA, funded through the Intergovernmental Personnel Act, these were available to managers and supervisors only. No documentation or records exist on Hispanic participation, but it is probably safe to assume that there was little or none, given a target population of management and supervisory personnel. The Bureau of Human Resource Services, through the Federal Manpower section, is reported to be "in the research stages of a possible grant application which would, if implemented, target at Spanish-speaking individuals whose job aspirations involved clerical positions."

In the area of affirmative action, the Department reports progress in various phases: (1) recruitment, (2) selection, (3) career development, (4) evaluation methods, and (5) audit reporting. The affirmative action unit in DOA prepared the Affirmative Action Report #4, which was issued in January 1976. This document provides the most complete compilation of statistics related to affirmative action and includes Equal Employment Opportunity (EEO) profiles for state departments, boards, and commissions. Departments listed as having no Hispanic employees are:

- a. Banking
- b. Credit Unions (Office of the Commissioner of)
- c. Employment Relations Commission
- d. State Historical Society
- e. Insurance Commission
- f. Investment Board
- g. Department of Local Affairs and Development
- h. Military Affairs
- i. Regulation and Licensing
- j. Savings and Loan (Office of the Commissioner of)
- k. Secretary of State
- l. Securities Commission
- m. State Treasurer

The report also provides the following breakdown for state employment of Hispanic employees from 1972 through 1976:

<u>Hispanic Employees</u>	<u>1/'72</u>	<u>1/'73</u>	<u>1/'74</u>	<u>1/'75</u>	<u>1/'76</u>
Permanent Classified	99	144	181	197	207
Seasonal	1	1	1	3	1
LTE	50	75	72	131	129
Unclassified	<u>132</u>	<u>155</u>	<u>163</u>	<u>187</u>	<u>219</u>
TOTAL	282	375	417	518*	556

The Department of Administration's State Bureau of Personnel issued in December 1974, an updated version of the Minority Network Referral System, which is a list of resources which state personnel managers can use to identify minority candidates for available positions.

A more recent effort in the area of affirmative action has been the establishment of "CONTACT" (Computerized On-Line Talent Bank of Affirmative Action Candidates). This project was started as a pilot project to run from January 1, 1976 through June 30, 1976, but has been extended for evaluation purposes. The idea behind it is to match minority and women applicants with vacancies announced in the Current Opportunities Bulletin (COB) and Wisconsin Career Candidate Bulletin (WCCB).

#### Recommendations

- a. The Department should intensify its efforts in-house for affirmative action compliance so that additional Hispanic persons are hired at various levels of employment, including managerial and supervisory positions.

Employment patterns for Hispanos in DOA seem to be weighted toward the lower end of the pay scale, and the two Hispanic professionals now in the agency have been hired very recently. DOA must lead the way for other

\*This figure is higher than the figure (511) reported by the Department of Administration in its response to the questionnaire sent by the Governor's Council for Spanish Speaking People.

agencies in making progress in the recruitment, hiring, and promotion of minority persons and, in this particular case, Hispanic persons. The most effective way to promote positive change is by example.

- b. The Department should examine, evaluate, and modify affirmative action practices and procedures by state agencies in order to make them more effective in recruitment, hiring, and promoting Hispanic employees at various levels of responsibility, including managerial and supervisory positions.

DOA's efforts in this area will be divided into several categories for the sake of clarity:

(1) Recruitment

- (a) The Department should provide more effective assistance to all state agencies in the development and implementation of affirmative action plans. Beyond this, DOA should monitor regularly how agencies fill newly-approved positions and should provide them with special aids for recruitment.
- (b) The Minority Network Referral System, which is basically a sound concept, needs to be updated and re-issued in order to make it a more effective tool for recruitment. Specifically, rather than providing a mechanical listing of individuals who are resource contacts, the format should be changed since what is needed is a carefully researched and periodically revised listing of specific agencies (and contact persons there), together with a brief description of the types of jobs which each agency can help recruit for and fill. This document should be distributed to all state agencies on a regular basis.
- (c) DOA should analyze why some state agencies are successful while others are unsuccessful in recruiting minorities. This analysis, which should be as specific as possible, should be shared with the agencies in question, and with state agencies generally at workshops on affirmative action, or in the form of a report. DOA should not allow agencies to get away with half-hearted excuses for their lack of effectiveness and a promise to try again.

however, agencies will need help and specific suggestions in order to change existing practices.

- (d) DOA should continue to evaluate carefully position descriptions so that unnecessary requirements (educational or otherwise) will be eliminated or at least significantly reduced. Job qualifications in terms of training and experience required should be made to relate directly to what any individual has to know in order to carry out his/her assigned duties. Placing undue emphasis on previous experience in a certain type of work is often a means to tailor a position for a specific person, generally someone in-house. Although this is the exception rather than the rule, incidences of this nature would be reduced if all position descriptions were carefully evaluated and modified to achieve the goal discussed above. Job restructuring should also be related to this task.
- (e) Related to the above recommendation, tests should be examined by DOA to insure that they measure skills that are indeed job-related. Just as important, however, these tests should be examined for built-in biases (cultural, linguistic, etc.) and, wherever found, these should be eliminated. For oral examination boards, increased participation of Hispanic persons as part of the examining group is essential.
- (f) The Bureau of Personnel should be directed to draw up a list of eligible minority persons and women who are available for a specific job (with individual test scores and a breakdown by minority group) and provide it on request to state agencies. These agencies, in turn, should encourage these persons to apply for jobs. It is hoped that this system will result in more minority applicants being among the top three candidates and thus, it will increase the probability of more minority persons (specifically Hispanics in this case, but not exclusively) being hired or promoted.
- (g) DOA should continue Project CONTACT, which should be expanded to include other non-entry level positions. A systematic recruitment



effort should be initiated and consistently maintained with the assistance of placement offices and special programs in the universities (public and private), the vocational, technical districts throughout the state, and business training and other specialized schools. The cooperation of Job Services (DILHR) as well as organizations serving the Hispanic community in Wisconsin should be sought.

- (h) The "Minority Summer Intern Program" should be continued and expanded, and Hispanic persons should continue to be recruited to participate in the program. Campuses of the UW System with significant numbers of Hispanic students should be asked to increase their participation, and special emphasis should be placed on the UW-Milwaukee campus, which has the largest number of Hispanic students in the system.
- (i) Peer recruitment is perhaps the most effective recruiting tool and it should be encouraged and used whenever possible. In the area of advertising, in addition to sending out summaries in Spanish and job descriptions to Hispanic agencies and radio and TV programs in Spanish, person-to-person contact and follow-up will increase the probability of success. For a more effective utilization of the Hispanic communications media (newspapers, radio, TV), it may be necessary to pay to have announcements printed or aired since these cannot all be expected to be public service announcements.

## (2) Retention

The Department of Administration should keep a record of Hispanic persons who are recruited and, after a probation period, are retained. More important, however, is for DOA to record those instances of persons hired and not retained. The reasons for non-retention (e.g., token hiring, insensitivity of supervisors, inability of the individual to perform adequately on the job, other factors involved, etc.) should be scrutinized and the results of this analysis should be shared with the agency involved and, as appropriate to safeguard the privacy



of individuals affected, with other state agencies through workshops, seminars, or in report form. It will be difficult to obtain this information but, once obtained, it should prove very useful to DOA in adopting measures to improve affirmative action.

(3) Promotion/Advancement

- (a) DOA should encourage agencies to urge minority employees to take part in management training programs in state government and in university courses (outside state government). DOA should make certain that state agencies facilitate matters for persons desiring to take part in these programs/courses through more flexible scheduling of working hours, job sharing, etc.
- (b) DOA should establish an inter-agency referral network for persons wanting to transfer because there are no advancement possibilities where they work. This would involve lateral transfers as well as seeking a promotion outside the agency.
- (c) DOA should seek funds actively from the Intergovernmental Personnel Act to finance programs for staff development and management skills training for Hispanic employees. Grant applications should be prepared and submitted to the federal government for programs with Hispanic persons as the target group, along with other minority employees. This should be made a priority by DOA.

In summary, although the State of Wisconsin has made significant progress in affirmative action, it is obvious from the information available on the subject that much more remains to be accomplished before parity can be achieved. Response by state agencies is uneven: some achieve their goals, some surpass them, some fall short. The reasons why this state of affairs exists are complex and some have been addressed in the comments above. What is clear, nevertheless, is that the Department of Administration should be responsible for not only monitoring affirmative action efforts, but for developing in a systematic way affirmative action resources for use by state agencies.

- c. The Department of Administration should continue to promote minority business participation in state purchasing and construction contracts by cooperating with the Office of Minority Business Enterprise and the Governor's Committee on Minority Business.

Since 1975, there has been cooperation between the Bureau of Facilities Management and the Bureau of Purchases and Services (DOA) and OMBE. The results, understandably modest given the limited time which has transpired, are nonetheless encouraging and represent a step in the right direction. However, although the initiative and major responsibility for this effort must be placed properly with OMBE, the constant cooperation of DOA is essential if significant progress is to be made in this vital area. For example, many qualified Hispanic firms fail to submit bids to state purchasing. The reasons may vary, but the complexity of state contract language and the combination of services within specific contracts often discourage Hispanics (and other minority businesses) from bidding. Combined with the usual delays in processing state payments, this would partly account for the minimal participation to date by minority business, and particularly Hispanic business, in state purchasing. There are probably other areas where DOA can be helpful in bringing about change in minority business participation, but the attitude of cooperation and facilitation must be there if the effort, which necessarily will be a long range project, is to be successful.

The Council also recommends adoption and approval by the Legislature of the administrative rule which DOA has recently proposed regarding equal opportunity in construction firms which contract with the state.

- d. The Department of Administration should request and finance special tabulations from the 1980 Census for Wisconsin cities, Standard Metropolitan Statistical Areas (SMSA) and counties with significant concentrations of Hispanic residents.

In the 1970 Census, Hispanic Americans were severely undercounted. The direct impact of this undercount had negative repercussions in the areas of manpower, education, economic development, health services, and others (the list is not exhaustive). Recognizing this, the Bureau of Census has completed a number of estimates which try to give a more accurate count.

More importantly, however, it has established a national "Census Advisory Committee on the Spanish Origin Population for the 1980 Census." As a result of the work of this committee, significant changes have been made in the 1980 census, which will improve the data collection process and lessen the probability of an undercount.

Wisconsin's Spanish-speaking population was undercounted in the 1970 Census, when 41,500 persons were identified as being of Spanish origin. Recent estimates (around 63,000 and as high as 71,000) are available, but there are no absolutely reliable figures. Agencies serving Hispanos have been adversely affected by this inaccurate data and, therefore, in the final analysis, Hispanic Americans have not received their fair share of programs and services.

Congress recognized the need to gather complete and accurate data on Hispanos when it approved H.R. 1753 (Public Law 94-171, 94th Congress), on December 23, 1975. This legislation allows states to request specific tabulations of population from the Bureau of the Census by submitting a plan three (3) years prior to the census date. If approved, data would be made available to that state one year after the census is conducted.

In addition, a Joint Resolution by Congress (Public Law 94-311: H.J. Res. 92, 94th Congress) was approved on June 16, 1976. Various federal agencies (Departments of Labor; Commerce; Agriculture; Health, Education and Welfare; and the Office of Management and Budget) are directed to "develop methods for improving and expanding the collection of data (unemployment, social, health and economic conditions) relating to Americans of Spanish origin or descent." Further, the Department of Commerce is ordered to take specific steps to ensure an accurate collection of data on Spanish origin persons in the 1980 census.

The importance of this recommendation cannot be emphasized enough, and failure to implement it may well result in another decade of lessened opportunities for Hispanos in Wisconsin. DOA should begin to make plans immediately in consultation with other agencies which have interest and/or expertise in the area, such as the Health Statistics Unit (Division of

Health, Department of Health and Social Services), the Applied Population Laboratory (Department of Rural Sociology, UW-Madison), the Wisconsin Survey Research Laboratory (UW-Extension, Madison), and others. Funds for this purpose should be allocated in the 1979-81 biennial budget, and it may be necessary to appropriate a small sum for planning prior to that time.

Progress reports on the implementation of this recommendation should be made on a yearly basis (June 30) to the Governor.

Immediate steps should be taken by DOA to ensure that deadlines set by the Bureau of the Census for submission of requests by states for special tabulations, be met.

## 2. DEPARTMENT OF AGRICULTURE

### Background Information

The primary responsibilities of the Department of Agriculture are in three major program areas: food and trade regulation, animal disease and plant pest eradication, and marketing services. The Department is also charged with regulatory functions that include licensing, inspection, laboratory analysis and consumer protection. Consumer protection is emphasized in nearly all of the Department's programs.

The departmental budget for 1973-75 was \$20,330,200. There are 781 people presently employed by the Department.

### Recommendations

- a. The Department of Agriculture should initiate an aggressive recruitment and hiring program aimed at increasing the number of Hispanic personnel in the agency, at various levels of employment.

The Department, according to the information provided to the Governor's Council for Spanish Speaking People, has 546 permanent employees, 6 seasonal, and 229 limited term employees; making a total of 781 people employed. Only one (1) of these is an Hispano, employed as a grain inspector in Superior. The departmental response remarks that all copies of job announcements are submitted to the personnel director, who acts as the minority coordinator, prior to announcement through formal channels. Also mentioned is the continuing process of updating and validating job descriptions, but the response notes that this process has not increased Hispanic hiring by the agency. Greater efforts are obviously needed and Hispanic organizations outside of Madison should be notified of job vacancies.

- b. The Department should publicize its consumer protection informational brochures through the Spanish-speaking media and organizations serving the Hispanic population. In addition, these brochures should be translated into Spanish by the Department in a format that is easily understood and accurate.

At present, the Department relies on the Milwaukee Concerned Consumer's League for distribution of consumer trade practice information sent to them. According to the departmental response to the Council's questionnaire, the League translates some of this information into Spanish for public distribution. The Department should undertake the responsibility of distribution and translation rather than rely on a voluntary organization in fulfilling its duty to inform the Hispanic consumer.

- c. The regional Consumer Affairs Office in Milwaukee should hire bilingual personnel to better serve that part of the Hispanic population who experience difficulty in understanding English.

At present, there is no one employed in this capacity. Since one of the Department's roles is consumer protection of the state's population, all segments of this population should be equally served.

### 3. DEPARTMENT OF INDUSTRY, LABOR AND HUMAN RELATIONS

#### Background Information

Chapter 75, Laws of 1967, renamed the Industrial Commission the Department of Industry, Labor and Human Relations (DILHR). The Department is headed by a full-time commission of three members, who are appointed by the Governor with the advice and consent of the Senate for staggered 6-year terms. The Governor designates the Chairperson of the Department every two years.

The Department has six (6) divisions, whose areas of responsibility are outlined below:

The Administration Division provides supporting services to the Commission and the divisions in the areas of personnel, data processing, financial management, stenographic services, statistical reporting, and management planning.

The Apprenticeship and Training Division develops and maintains formal standards for occupational and on-the-job training to assist business and industry in meeting skilled manpower needs and to improve the employability of Wisconsin residents.

The Equal Rights Division administers the state's anti-discrimination laws in employment, housing, public accommodations and state contracts, and protects workers from inadequate conditions or standards of employment through minimum wage, child labor, and other labor standards regulations.

The Job Service Division provides manpower services to both employers and job seekers through placement and counseling programs, and administers the state's unemployment compensation program. Early in 1976, the Bureau of Migrant and Rural Manpower Services was transferred to Job Service from the Safety and Buildings Division, where it had been since the 1967 reorganization of DILHR.



The Safety and Buildings Division protects employees and the public from dangerous conditions in places of employment or public use by setting design, construction and operating standards for these facilities. It also licenses mobile home manufacturers and adopts and enforces rules for the construction of mobile homes. A unit of this division carries out the petroleum inspection function.

The Worker's Compensation Division insures that benefits are provided employees or their dependents in the case of work-related injuries, diseases or deaths.

A number of councils are attached to DILHR administratively, such as the Council on Child Labor, the Equal Rights Council, the Council on Unemployment Compensation, and others.

The total budget for DILHR in 1973-75 was \$73,141,300. As of June 1, 1976, the Department employed 2,593 persons.

#### Recommendations

##### a. Administration Division

- (1) The Division should initiate an aggressive recruitment and hiring program aimed at increasing the number of Hispanic personnel at all levels of employment.

The Division employs a total of 297 people; there are no Hispanics. Measures should be taken to correct this situation.

- (2) Efforts should be made to promote Hispanic employees within DILHR through affirmative action efforts.

It appears that for advertised positions under the Wisconsin Career Candidate Program, requirements are sometimes excessive and arbitrary, and serve to effectively exclude Hispanics from participating in the process. An alternative to that method would be an approach that would regularly open up promotions on a competitive basis and allow interdepartmental promotional transfers.



It appears that a large proportion of the Department's affirmative action efforts in hiring Hispanos has been in the Migrant Services Bureau. The figures supplied by the Department indicate that Hispanos are adequately represented in the departmental workforce. In reality, very few are employed in DIHLR's other divisions and bureaus.

The Administration Division should coordinate management training programs among all of DILHR's divisions. Regular programs of this nature should assist Hispanos (and others) in acquiring and/or expanding management skills which will in turn make them more likely to qualify for promotions.

- (3) Hispanos should be appointed to the boards and committees attached to the Department.

Other than the Migrant Ad Hoc Committee, apparently only one (1) Hispanic person is serving on a DILHR advisory committee appointed by DILHR (Child Labor Advisory Board). While it is recognized that most of DILHR's advisory committees are composed of those possessing technical expertise or representing labor and industry as prescribed by statute, special efforts should be undertaken to appoint Hispanic persons to committees such as the Day Care Facilities Committee, the recently-established Victims of Crime Advisory Committee, and to those appointed by the Governor such as the Dwelling Code Council and the Equal Rights Council.

b. Apprenticeship and Training Division

- (1) The Division should attempt to recruit and hire Hispanics for job vacancies at all levels.

The Division has no Hispanic employees. Two (2) Hispanic people were employed as field representatives in Milwaukee, but have recently left the Division's employment. There are 39 employees within the Division currently, with little turnover likely in the near future. However, intensive efforts should be made as vacancies occur to recruit and hire qualified Hispanos. Of particular importance, and

calling for additional staff, is the employment of bilingual field representatives with special emphasis in their job description to distribute apprenticeship information and to identify and support Hispanics who are interested in qualifying for apprenticeships.

- (2) The Spanish language brochures being prepared by the Division and aimed at helping Hispanics understand the apprenticeship system should be well translated in a clear and simple manner. The Division should undertake distribution of the available material through the media and organizations serving the Hispanic community.

The Division seems to realize the need to inform Hispanics of the apprenticeship system since there are few enrolled in the various programs. Certainly Hispanics are underrepresented in the various trade union apprenticeships in proportion to their numbers. Consequently, it is important that the Division continue to seek for effective ways to inform the Hispanic community of the availability of apprenticeship openings and the proper procedure in submitting applications.

- (3) The Division should encourage the labor and management organizations that provide representation to the Division's committees to suggest the names of Hispanics for appointment to these groups.

The response to the Council's questionnaire states that it is doubtful that the name of any Hispano has ever been submitted by the labor and management organizations who have been given the responsibility of nominating members to the Division's committees. It would seem highly appropriate for the Division's administration to encourage the appointment of Hispanics, especially as the recommendations and decisions made by these committees may affect the representation of Hispanics in apprenticeship programs.

- (4) The Division should cooperate with the Vocational, Technical and Adult Education system in helping to ensure that more Hispanics are enrolled in VTAE district apprenticeship programs.

It is understood that the Division does not enroll people in the various occupational programs; rather, its responsibilities focus

on approving apprenticeship indentures. However, the uneven distribution and overconcentration in some service trades demonstrate the need for special efforts to correct this imbalance.

c. Equal Rights Division

- (1) The Division should initiate an aggressive recruitment and hiring program aimed at increasing the number of Hispanic personnel in the Division at all levels of employment.

In 1975, the agency reported that there were seven (7) Hispanic employees. In response to the Council's questionnaire, only two (2) Hispanics are listed as presently employed.

- (2) The Division should hire Hispanics as equal rights officers.

Given the large backlog of equal rights cases, additional staff is needed to expedite their resolution. Care should be exercised so that Hispanics are included in any new personnel added to the Division.

Perhaps para-professionals with the proper training could be utilized to conduct the necessary investigations. A number of these para-professionals should be bilingual Hispanics who would handle cases involving persons of limited English speaking ability.

- (3) The Division's brochures which have been translated into the Spanish language should be simplified.

Given the target population the Division is attempting to reach, these brochures are far too lengthy and complicated. In addition, the Division should attempt to achieve a wide distribution through the Spanish-speaking media and the Hispanic organizations serving their communities.

d. Job Service Division

- (1) The Division should undertake aggressive affirmative action efforts to recruit and employ Hispanics at all levels throughout its various bureaus.

There are presently no Hispanics employed in administrative positions with authority to make and implement policy. There are no Hispanics employed in Unemployment Compensation, and Hispanic Job Service employees are concentrated in local offices, the Migrant and Rural Services Bureau and the Employment Service component of Job Service. Generally speaking, Hispanics in Job Service are employed at lower levels and the numbers of Hispanic persons receiving higher-than-median salaries is small.

There are instances of non-Hispanos applying for jobs which require bilingual ability in Spanish and English. When job descriptions specify the ability to speak Spanish fluently, care should be exercised that the applicant does indeed possess this ability. This is particularly important when non-Hispanic applicants who claim bilingual skills are interviewed.

- (2) The Division should extend its services to the resident/urban non-migrant Hispanic population.

In the response to the Council's questionnaire, it is stated that 5,797 Spanish-surnamed job applicants are available. Of these, 5,604 are migrants registered by Job Service. It appears that a majority of clients served by the Division are migrant workers, and that the resident Hispanic population, which constitutes the majority of Hispanics in Wisconsin, is not being served proportionately. More outreach activity is needed to address the needs of Hispanic job seekers. Rather than expecting clients to come to Job Service offices, bilingual/bicultural Job Service employees should be outstationed in community-based organizations serving the Hispanic population. The Bureau of Migrant and Rural Services is the only actual Job Service outreach effort, and it is designed to serve Hispanics and other workers, in rural areas, thus leaving much of the Hispanic urban population unserved.

- (3) Job Service should subcontract for certification of CETA job seekers with organizations serving the rural Hispanic population.

Transportation over long distances often poses a hardship to potential CETA clients. In order to remove this barrier, Job Service should enter into an agreement with these organizations, subject to approval by the State Manpower Council, so that CETA certification can be provided on location. In the event that this alternative does not prove feasible, Job Service should consider placing outreach workers in these organizations to perform this function.

- (4) The Job Service Division's Spanish language brochures should be revised to correct the numerous translation errors that exist in the texts.

Before a translated brochure is approved for printing, efforts should be made to ensure that the translated material is accurate and presented in a clear and easy-to-understand format. In preparing the information, care should be taken to write in language appropriate for the identified target population.

e. Safety and Buildings Division

- (1) The Division should initiate an aggressive recruitment program aimed at hiring Hispanic personnel at all levels of employment.

The Division currently has approximately 168 employees, none of whom are Hispanics. With the termination of 63 positions in the Division and the provision of reinstatement mandated by the union contract and personnel rules, it seems unlikely that in the near future any Hispanics will be given the opportunity for employment in the Division. Therefore, staff budgetary restrictions should be lifted and additional funding should be made available through the departmental budget to hire Division trainees on a permanent basis, with a well-developed career ladder system.

- (2) The Division should search for and appoint Hispanics to their advisory committees.

Many of the Division's advisory committees are technical in nature and special requirements are necessary for administrative appointment. Qualified Hispanics should be considered when vacancies occur.

Hispanos should also be considered for appointment to any of the Division's broadly based committees which have a number of public members, such as the Day Care Facilities Committee.

f. Worker's Compensation Division

- (1) Hispanic people should be recruited for job openings as they occur, and employed at all levels within the Division.

No Hispanic person is presently employed by the Division. The Division's Affirmative Action Plan states that the two Wisconsin law schools are the logical areas of recruitment for the Division's legal staff. Since the number of minorities graduating from the UW and Marquette law schools is small and much in demand, it would seem that if the Division is serious about affirmative action, it should search for law graduate applicants in areas that are graduating a sizable number of Hispanos, e.g., southwestern universities, for recruitment. In addition, Hispanic people should be represented at other levels of employment in the Division.

- (2) Bilingual Hispanic employees should be hired by the Division and made available when needed for translation purposes in the formal hearings which determine eligibility for worker's compensation.

The Division now depends on volunteer agencies to supply translators when needed to assist Spanish-speaking people. Volunteer translators are not screened for accuracy and quality of translations before participating as interpreters in the formal hearings. Their clients could conceivably be placed at a disadvantage in understanding the process and ramifications of the questioning by the hearing examiner. If the Division prefers to continue to rely on the services of Hispanic agency volunteers, some funding from the Division should be forthcoming for this service. Hispanic residents are entitled to the same fair and impartial process as other Wisconsin residents.

- (3) The Spanish language poster published by the Division explaining the procedure for applying for Worker's Compensation should be revised to incorporate basic instructions for application plus an explanation of compensation coverage.

The poster appears to be too technical. Supplemental information is needed to explain the coverage and process in applying for compensation. In addition, the poster currently in use has been poorly translated. An accurate translation should be made in the revision.

- (4) The Division should provide information to the Hispanic public on the coverage and required procedure in applying for worker's compensation.

Informational dissemination is now done by the Division only upon request. The most recent available statistics are for 1973 when approximately 50,000 claims were filed; only 60 of these were filed by Spanish-surnamed people. Additional efforts should be undertaken by the Division aimed at informing the Hispanic public of the protection they are entitled to under worker's compensation. Job Service and the Migrant and Rural Services Bureau presently offer this information to migrant workers, but no special efforts have been undertaken for the resident Hispanic population. To fulfill this objective, it will be necessary to hire additional personnel, as the seven currently employed examiners have 1,600 cases pending to date and are therefore unable to undertake additional responsibilities.

The Division should establish cooperative relationships with community-based organizations to provide adequate assistance to Hispanic workers and their dependents in job-related injuries, diseases and deaths. The urgent need for this service to be provided was emphasized repeatedly to the Council by many persons who stressed that due to linguistic and cultural differences Hispanic workers are not well informed of all the benefits they are entitled to receive under the provisions of worker's compensation. As a result, there have been several cases of persons who have lost out on possible benefits for which they are eligible. At the present time, the only organization in the state which specializes in this service to Hispanic workers is Esperanza Unida (Milwaukee), but due to lack of funds it has been forced to curtail this needed service.



The Council recommends that these services be funded by DILHR in cooperation with other units, such as the Division of Vocational Rehabilitation (Department of Health and Social Services) and other state agencies. The Division should also explore the possibility of obtaining federal and/or private funding to provide this service and, once these possible sources have been identified, proposals to that effect should be prepared and submitted. DILHR should also contact the appropriate units of organized labor to explore the possibility of obtaining their help in providing this service to Hispanic (and other) workers.



#### 4. DEPARTMENT OF REGULATION AND LICENSING

##### Background Information

A number of professional and occupational licensing and regulatory boards are provided supportive administrative services by the Department of Regulation and Licensing. Each examining board, the Bingo Control Board and the Division of Nursing, is supervised, with departmental control of the funds connected with their licensing and certifying activities. In addition, the Department licenses all charitable organizations in the state. It processes approximately 110,000 license renewals annually.

The 1973-75 departmental budget is listed in the Wisconsin Blue Book as \$1,060,000 for general operational purposes. Each examining board has its own budget. The departmental work force has 91 permanent, full-time employees, with approximately 25 LTE's employed seasonally to process license renewals.

##### Recommendations

- a. Hispanos should be employed by the Department; strong efforts should be undertaken by the personnel office in recruiting Hispanic candidates, and adequate representation should be insured at all levels.

The Department has a work force of 91 permanent, full-time employees. An additional 25 people are hired as seasonal LTE's to process applications for license renewal. None of these employees are of Hispanic descent. The personnel office should actively attempt to hire Hispanic persons by utilizing innovative methods to attract recruits. Recruitment advertisements should be placed in the Spanish language media, and organizations serving the Hispanic communities should be notified of available positions.

- b. Hispanic persons should be appointed as professional and public members of regulation and licensing boards.

No Hispanos presently serve on any of these boards. The appointment of qualified Hispanic members should be undertaken by the Executive Office, which has the responsibility for the appointment of members to most of the boards attached to the Department.

- c. The boards which are responsible for the publication of consumer-oriented brochures explaining the licensing requirements and complaint procedures of their occupational or professional groups should approve translations of these brochures into the Spanish language.

The Department distributes the brochures throughout Wisconsin to the professional offices and places of work licensed by the Department boards to inform the public of the licensee's obligations and legal bases for complaint. Well-translated Spanish language brochures should be printed in a clear and easy-to-understand manner and distributed in areas with a high concentration of Hispanic people.

- d. The Department should continue to monitor the process through which applicants are licensed to ensure that the written and oral examinations do not discriminate against Spanish-speaking applicants.

According to the 1974 Report, a thorough review was undertaken by the Department in 1973 to examine any discriminatory bias on the part of the licensing and regulation boards. That process should continue on a periodic basis, with emphasis on minorities in general and Hispanos in particular.

## 5. STATE MANPOWER COUNCIL

### Background Information

According to the Wisconsin Blue Book, the State Manpower Council (SMC) was reorganized by the Governor on February 1, 1975. It replaced the original State Manpower Council which had been created in 1969 and expanded in 1971. The Council is described as "an interagency, intergovernmental advisory body responsible for developing a state manpower policy and making recommendations for its implementation." Organizationally, SMC has assumed all of the responsibilities of the State Manpower Services Council under the Comprehensive Employment and Training Act of 1973 (CETA). However, discussions are presently going on between SMC and the Department of Labor (DOL), Region V Office, on the advisability of creating two separate councils (as per DOL Regulations, which call for a State Manpower Council and a State Manpower Services Council) and a resolution of this issue is expected by January 1977.

- There are at present 60 permanent and 15 limited term employees in SMC, with one (1) permanent, full-time professional Hispanic.

In response to the questionnaire, SMC reported the following information about projects funded through CETA (4 percent funds)<sup>1</sup> which were aimed at the Hispanic population:

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<sup>1</sup>CETA funds are distributed as follows:

- (a) Prime sponsors, which are local units of government with a population of 100,000 or more, administer funds under Title I, II and VI of CETA.
- (b) Those local governments not meeting the population criteria are served under a balance of state arrangement. In addition, the State Manpower Services Council (SMSC) administers 1 percent, 4 percent, and 5 percent monies through Title I for purposes of statewide allocation.

Fiscal Year 1975

4% Monies  
Funding Level

Comunidad de Amigos (Belgium)	\$ 31,460
Spanish Center (Milwaukee)	10,000
La Casa de Esperanza (Waukesha)	12,000
Esperanza Unida (Milwaukee)	15,100
La Raza, Inc. (Appleton)	15,295*
La Raza Unida (Jefferson)	8,000
Centro Nuestro (Milwaukee)	4,000
Organización Hispano Americana (Madison)	31,040
SER (Milwaukee)	16,755
Rural Manpower (DILHR)	<u>6,350*</u>
	\$150,000 TOTAL

Fiscal Year 1976

4% Monies  
Funding Level

Comunidad de Amigos (Belgium)	\$ 41,128
Spanish Center (Milwaukee)	4,000
La Casa de Esperanza (Waukesha)	550
Esperanza Unida (Milwaukee)	3,722
La Raza Unida (Jefferson)	38,163
Organización Hispano Americana (Madison)	51,384
SER (Milwaukee)	<u>1,613</u>
	\$145,560 TOTAL

Fiscal Year 1977\*\*

4% Monies  
Funding Level

United Migrant Opportunity Services (Milwaukee)	\$ 75,000
Milwaukee Legal Services	16,337
La Casa de Esperanza (Waukesha) and Waukesha County Technical Inst.	<u>59,992</u>
	\$151,329 TOTAL

\*Grant was reallocated by the Latin/Migrant Manpower Consortium.

\*\*FY '77 funds were appropriated and approved at the SMC meeting on September 1, 1976.

For Fiscal Year 1975 and Fiscal Year 1976, a set-aside amount of \$150,000 per year was allocated by SMC upon the recommendation of the Latin-Migrant Manpower Consortium. This group was established in October 1974 when SMC proposed the concept, and it was supported by Hispanic agencies and groups. This concept also included a set-aside amount of \$200,000 for Native Americans. However, this policy was rescinded at the December 15, 1975, SMC meeting, following a recommendation by staff, that the necessity to provide Title I and Title II funding for Native American and Spanish-speaking/migrant programs should be shared with prime sponsors instead of relying exclusively on 4 percent monies for this purpose. For Fiscal Year 1977, 4 percent monies were opened up to general competition and a total of \$151,329 was awarded to agencies whose programs are aimed at serving Hispanics, although it should be noted that the United Migrant Opportunity Services will provide technical assistance and training (TAT) on a statewide basis to Title III prime sponsors (Latinos and Native Americans) and CETA-funded Hispanic and Migrant agencies. However, it should be emphasized that the impact on the continuation and quality of services delivered to Hispanics should be assessed. The changes in programs funded (agencies and amounts involved have fluctuated significantly over the past three years) indicate that continuity of needed services may be lacking as well as adequate support and commitment on the part of the funding agency.

In answer to the query about any special efforts to secure additional funds to serve Hispanics, SMC reported that a proposal for funds to provide services to persons of limited English-speaking ability (Title III, Section 301) was submitted to the Department of Labor, Region V Office, in the Spring of 1976, but it was not funded. SMC also requested and will receive funds from HEW Region V for the development of a High Impact model for migrants and seasonal workers in Waushara County.

Information was requested by the Governor's Council for Spanish Speaking People about a number of area manpower planning boards (AMPB). SMC requested this information, but the response at the local level was either late in coming and very uneven, or simply did not arrive. Therefore, that information is not included in this report.

Recently-enacted SMC policies address the needs of Hispanic persons and migrants throughout Wisconsin in vocational training and other educational programs. In addition, the gathering of demographic data through surveys and related research to provide a profile of Hispanics and others, has been made a priority by the SMC.

#### Recommendations

- a. The State Manpower Council should undertake more aggressive efforts in the area of affirmative action and additional Hispanics should be hired at various levels of program and administrative responsibility.

There is only one (1) Hispanic professional who is a full-time employee of SMC, although Hispanics have been hired in the past as LTE's. SMC is now in the process of hiring additional personnel and it is advisable that recruitment of Hispanics be intensified, in order to obtain the desired goal of more Hispanic employees in SMC. In addition, SMC should encourage prime sponsors and AMPB's to hire Hispanic personnel at various levels, although it is recognized that compliance by prime sponsors and AMPB's would be voluntary.

- b. The State Manpower Council should designate Hispanics as a target group and programs should be supported to address the needs of this segment of the potential CETA clientele.

The Council found it extremely difficult, if not impossible, to ascertain the impact which CETA has had or is having on Hispanics in Wisconsin. There is no available longitudinal research on Hispanics, and other minority groups. In order for data to be compiled comprehensively and in depth, specific steps must be taken to insure that all necessary information is obtained and made accessible upon request by a research unit in SMC (or an outside agency) with the capacity to analyze this information and prepare reports on a regular basis. This should be made a priority by the SMC Policy Committee and funds should be allocated for this research effort.

- c. The SMC should allow community agencies serving the Hispanic community to certify clients for CETA eligibility.

Through a contract from SMC for this service, Job Service (DILHR) handles all certification of clients under CETA in the Balance-of-State. In the rural areas, many Hispanic persons find it difficult to travel to other cities to receive this service. As if this were not already a sufficient hardship, those who do manage to find transportation often find themselves talking to Job Service employees who do not speak their language and are thus unable to serve them adequately. In order to alleviate this condition and facilitate the certification process, community-based agencies and organizations should be allowed to perform and be reimbursed for this service. This could be accomplished through a direct contract with these agencies or by having Job Service subcontract with them from the same purpose. An alternative might also be for Job Service to outstation bilingual Hispanic employees at these agencies in order for the service to be provided on location.

- d. The State Manpower Council should give technical assistance on a continuing basis to Hispanic agencies, which are providing services under CETA.

Technical assistance is crucial for agencies to function on schedule according to rules, regulations and contract requirements. Many Hispanic agencies have complained to the Council that little meaningful technical assistance has been provided by SMC in the past. As a result, some agencies have experienced varying degrees of difficulty in administering their contracts properly. SMC needs to assume the leadership in guaranteeing that agencies shall receive technical assistance on a regular, ongoing basis. If this service is not available from SMC because its staff is engaged in other duties, outside assistance should be sought by SMC, and funds should be allocated for this purpose. SMC should also urge prime sponsors to provide similar assistance to Hispanic agencies receiving funds from them. Help should also be provided to those agencies which plan to submit proposals to prime sponsors and/or the State Manpower Council.



- e. The SMC should increase the number of Hispanic members on the Council itself and other committees.

There are two (2) Hispanics on the State Manpower Council. Others have served on various ad hoc committees. The need exists to increase the number of Hispanic members (as public members or from other categories). If a State Manpower Services Council is established, it is recommended that several Hispanics be appointed as representatives of the general public, community-based organizations and from the participant population.

The SMC should urge prime sponsors to include more Hispanic representation on their respective area manpower planning councils.



C. REPORT OF THE HEALTH AND SOCIAL SERVICES COMMITTEE

1. Department of Health and Social Services
2. Department of Justice
3. Wisconsin Council on Criminal Justice

## 1. DEPARTMENT OF HEALTH AND SOCIAL SERVICES

### Background Information

The Department of Health and Social Services has broad responsibilities in the areas of physical and mental health, services to the aged, corrections, public and medical assistance, children's services, and vocational rehabilitation. The Department's budget for 1975-77 was \$2.1 billion. The total employee work force as of June 1975 was 9,268. Of these, 44 are Hispanics. Late in 1975, Governor Lucey appointed Manuel Sarballo, an Hispano, Secretary of the Department.

The divisions in the Department under consideration in this report are herewith listed with a brief description of each as follows:

The Division on Aging is charged with the responsibility of fostering the development of comprehensive and coordinated service systems to serve older persons. In addition, it funds and supervises locally administered nutrition programs for the elderly.

The Division of Corrections administers programs for the rehabilitation of juvenile and adult offenders. Nine correctional institutions are under the jurisdiction of the Division. Division personnel provide consultation to the courts and law enforcement agencies and participate in educational programs throughout the state.

The Division of Family Services is responsible for programs of financial, social and rehabilitative services for dependent children and other socially and economically disadvantaged groups. It supervises the counties' administration of state and federal public assistance funds and services to the blind, aged and disabled. It also administers a program of medical assistance to those in need of it.

The Division of Health is responsible for the prevention of disease and the enhancement of the public's physical and mental health. The Division provides planning, coordination, and overall supervision for health services and facilities throughout the state.

The Division of Health Policy and Planning is responsible for the administration and supervision of state health plan development, policy recommendations and staff support to the Health Policy Council. The Division also administers a federal health manpower linkage project, which is designed to improve relationships between planning, resource allocation, and health manpower functions in the state.

The Division of Mental Hygiene is responsible for planning and development of the statewide mental hygiene program. It administers the state mental health institutes and facilities for the retarded.

The Division of Vocational Rehabilitation provides services to help vocationally handicapped individuals engage in remunerative occupations. Its programs attempt to make all vocationally handicapped residents of the state employable and as economically self-sufficient as possible.

The Council, in its research efforts for the final report, considered the responses to the questionnaire by the Department of Health and Social Services and reviewed the record of testimony given at the five public hearings. A number of people at each of the hearings voiced their concern for improvement in intake services in welfare agencies, outreach and community-based health services, development of a full range of services for elderly Hispanos, and improved alcohol and drug counseling especially directed at Hispanic youth.

#### General Recommendations to the Department:

In answering the question, "How is your agency or division responding to the needs of the Spanish-speaking community?," a pattern of responses characterized the results of the survey and can be summarized by the following activities:

- (1) Providing written literature in Spanish and distributing it to local areas for community access;
- (2) Hiring and stationing in an agency a bilingual person who can relate to Hispanic clients;

- (3) Hiring or attempting to hire minority persons to fill clerical and secretarial jobs;
- (4) Appointment of minority persons to the agency's policy committee or some other such body;
- (5) Using minority staff persons in a public relations capacity to "trouble shoot" for the agency in the minority community; and
- (6) Using migrant populations and migrant-relevant programs as evidence of meeting the needs of the total Hispanic community.

The question the Council raises is, "What direct impact do these kinds of responses have on the actual delivery and/or improvement in the delivery of services to individuals in Hispanic communities?"

The Council wishes to go on record as not accepting these minimal type actions to minority communities as reasonable indications of agency response.

The Council recognizes these activities to be important services needed by the Hispanic community. The Council also recognizes that these kinds of responses alone cannot begin to meet the total needs of individuals and families in our community.

The Council recommends that a greater burden be placed upon the agencies themselves for designing ways and means of going beyond these minimal kinds of responses to directly improve the delivery of services to persons in the community.

#### Recommendations

- a. That a position of ombudsman be created at the Department level or as a special assistant to the Secretary to deal specifically with Hispanic persons and their needs. That as pilot projects, the ombudsman set up an organization in at least two communities having a significant Hispanic population with the following responsibilities:

- (1) To identify on a continual basis individuals and families in the Hispanic community who are in need of services;

- (2) To refer Hispanic and other persons in the community to appropriate agencies for service delivery; and
- (3) To provide follow-up and assistance, including further referral, until the need for service is met.

As described above, this position is more of an outreach-referral function than that of an ombudsman, although this person would also have input into formulation of policy. In addition, this person would identify services and programs not being provided which should be made available to Hispanics and see to it that established policy is indeed carried out.

- b. That the Department should earmark funds available for outreach, intake, and follow-through activities designed specifically for the eligible Hispanic population as part of the process of negotiating social service contracts with the counties, and develop programs through purchased service funds to improve services to Hispanics.
- c. That the Department, through its Division of Family Services, develop, compile and report data on the number of Hispanic persons in need of services or assistance and, on the basis of findings, correct the lack of services or improve the delivery system to meet the needs of those areas found to be lacking.
- d. That a concerted effort be made by the Department, through its Division of Family Services, to review the activities of each of the county departments of social services or welfare departments in counties having a concentration of Hispanic residents to assess the adequacy of services provided and take corrective action where necessary to ensure that families and individuals receive proper attention.
- e. That the Department review its efforts to comply with Titles VI, VII, and IX of the Civil Rights Act of 1964 regarding non-discrimination in the delivery of services to Hispanic persons and others.

Many of the problems identified by the Council deal with either the lack or faulty delivery of services to Hispanic persons. The reasons why this state of affairs exists are related to what the Council feels is a lack of compliance by H&SS and its divisions with the laws identified above. Immediate measures should be taken to correct this situation.

There is a tendency among divisions of the Department of Health and Social Services to place the burden of actual service delivery on local minority organizations which are obviously under-funded and under-staffed to meet the demands that are placed on them.

The Council raises the following question: "How can the Department of Health and Social Services reasonably expect these small and modestly funded community agencies to carry the burden of providing the direct delivery of services to significant portions of the Hispanic community without having adequate resources made available?"

In response to the question, the Council further recommends that:

- a. The divisions of the Department of Health and Social Services initiate a policy of purchasing services from Hispanic community organizations.
- b. The divisions be required to provide sufficient technical and staff support for Hispanic organizations through some kind of time-sharing so that Hispanic organizations may qualify to participate in these purchasing agreements.
- c. Local Hispanic organizations, which provide staff to assist other agencies dealing with clients (as interpreters or in other capacities), be fully reimbursed by the state.

#### Recommendations by Division

a. The Division on Aging

The Division on Aging is charged with the responsibility of fostering the development of comprehensive and coordinated service systems to serve older persons.

In their response to the Council's inquiry, the Division reported its intent to advance a \$12,000 grant to an Hispanic agency in Milwaukee. This is recognized as a beginning, but it fails to explain the dearth of services in other areas. For example, there is evidence that the north side of Milwaukee has been overlooked by those responsible for the development of improved services. In our research we could find no indication that the efforts to develop coordinated services included

specific reference, or paid particular attention, to other areas of concentrated Hispanic populations. Presumably, county-wide or statewide services are available under provisions of the law, but, as a practical matter, the Hispanic elderly population has consistently been excluded because of lack of bilingual staff, unique cultural and environmental barriers, and limitations on funds and resources with which to overcome these barriers and obstacles.

Therefore, it is recommended that the Division on Aging secure additional funds and resources for the purpose of fulfilling the following recommendations. If such funds are unavailable, the Division should reassign, transfer, or reorder its priorities within their present budget to accommodate the specific needs of Hispanic elderly in the following areas:

- (1) Development of locally administered programs designed to impact on Hispanics by coordinating services already available, developing new services, or enlarging the range of services offered by other agencies.
- (2) Assume a more aggressive role in the service system by actively seeking and finding ways to assist agencies and organizations that need technical assistance for program development and policy and planning assistance, and to support them in these efforts.
- (3) Ensure that health services to the elderly are readily available through interagency coordination of these services, including the Divisions of Health, Health Policy and Planning, and Mental Hygiene. That, to this end, the Division on Aging enter into written agreements to provide specific services or to perform certain services in an agreed manner or form. These agreements could serve as a basis for negotiation and evaluation of new and improved services even though they may not involve monetary considerations or resources.

b. The Division of Corrections

The Division of Corrections should direct its outreach efforts toward the families of the inmates, and to those organizations that work with those families. We found no evidence of this work in the Hispanic communities. The Bureau of Probation and Parole uses the Hispanic-



oriented agencies by placing the responsibility for the client on the shoulders of the community-based organization, without any remuneration for services rendered. The Latino Liaison Program is a step in the right direction, but we see no evidence of this much needed service in other areas of the state. It is stated that recruitment of minority workers is done by the Department's central personnel office. Because there is not enough recruitment and hiring of Hispanic personnel, there is a tendency to place the burden of actual service delivery on local minority organizations which are under-funded and under-staffed. These organizations are expected to serve as translators for both the family of the client as well as to provide counseling and job placement for the ex-offender.

The Council recommends:

- (1) That the Division of Corrections design and implement a plan to expand and upgrade the services given by the Latino Liaison Program, and that similar services be expanded to other Hispanic communities in the state.
- (2) That any community-based organization giving staff time for translation or job placement or other social services should be reimbursed for these, perhaps under a formal contract for purchase of services between the Division and other agencies.
- (3) The appointment of at least one Hispanic bilingual, bicultural person to serve on advisory committees of the Division of Corrections, although the Council recognizes that appointments by themselves would constitute no more than a minimal effort and much more is obviously needed.
- (4) Affirmative action efforts in the Division of Corrections should be increased, and additional Hispanic personnel should be hired at all levels.

c. The Division of Family Services

The report of this Division lists numerous seasonal activities and services offered jointly by the Division and other agencies and organizations on behalf of the migrant workers. With the exception of these services, the Division could not identify services or programs specifically aimed



at the Hispanic community. This is due to the fact that most services are rendered at the county level, and are not reported by ethnic group. Rather, the reporting system is geared to program services and makes no distinction between ethnic groups. Some information was found related to race, sex, or age groups and family compositions, but there was little data related specifically to the Hispanic population. Of major concern to the participants at the public hearings was the lack of bilingual staff at the county level. The local departments' lack of Hispanic personnel in outreach and intake functions is considered a serious factor which contributes to poor service (or lack thereof) to applicants who speak Spanish.

The Council recommends:

- (1) That the Division should earmark specific funds available for outreach, intake and follow-through activities for the eligible Hispanic population as part of the process of negotiating the social service contracts with the counties with significant Hispanic populations.
- (2) That the Division of Family Services develop programs to improve services to Hisnanos through the purchase of services contracts with local agencies.
- (3) That the Division compile and report data on the number of Hispanic persons receiving services or assistance from the agency.
- (4) That the Division review the activities of each of the county departments of social services and/or welfare departments in areas having a concentration of Hispanic residents, assess the adequacy of service delivery to the Hispanic population, and take corrective action where necessary to ensure that individuals and families receive proper attention.
- (5) Adequate training should be provided for county personnel and community-based organizations in the administration of the Welfare Program Application Form. Training funds from Title XX should be used for this purpose.

d. The Division of Health

In every area where public hearings were held, Hispanic persons stated that there was a lack of adequate health services. The absence of any

formal structure to deliver public health services to Wisconsin's citizens accounts for the dearth of services provided. Hispanic persons, who often have trouble getting these services anyhow, are also adversely affected by this state of affairs. If this situation is to be remedied, action by the State Legislature in providing funds to start up programs will be required.

The Council recommends:

- (1) That some of the programs implemented among the migrants such as health and dental clinics, food supplement programs for women, infants, and children be available also for the Hispanic residents of the state.

We commend the efforts made by the Division to help the migrants, but not all Hispanic people are migrants. There is a large resident population that needs to be served as well. Since federal dollars will not cover the cost for these services, state and local funds will be needed.

- (2) That the Division of Health initiate a policy of purchasing services from Hispanic community organizations to identify health needs and improve delivery of health services.
- (3) That affirmative action efforts be undertaken so that additional Hispanic personnel are employed at all levels.

e. The Division of Health Policy and Planning

In order that the Division of Health Policy and Planning can "provide the planning, coordination, and overall supervision of health services" to Hispanos, the Council makes the following recommendations:

- (1) The Division should recruit and hire Hispanos as part of its affirmative action efforts.

There are no Hispanos on the Division's staff. A stricter affirmative action effort is needed and should be implemented.

- (2) The Division should strongly urge health institutions to recruit and hire Hispanic personnel as part of their affirmative action plan.

The lack of Hispanic personnel in most health institutions creates a problem for Spanish-speaking clients/patients who seek health services. The Division should insist that these institutions make a good faith effort to recruit and hire Hispanic personnel at various levels of responsibility.

- (3) A Health Maintenance Organization (HMO) should be established in Milwaukee's near south side to achieve these goals. In other areas which have a significant concentration of Hispanic population, similar HMO's should be established.

Maintenance of health and prevention of disease are priorities within the Hispanic community.

f. The Division of Mental Hygiene

The Division of Mental Hygiene has made efforts to meet the needs of the Hispanic population with regard to drug and alcohol programs. However, there still remains a great need for increased mental hygiene services to the Hispanic community in other areas, such as mental health.

The Council recommends:

- (1) That the state increase its involvement in drug and alcoholism programs for Hispanos in Milwaukee and other areas by working cooperatively with local government (city and county) in expanding services to reach more Hispanic youth through the schools and community organizations.
- (2) That there be increased representation by Hispanic persons on community boards through which mental hygiene services are provided at the county level. The Division should actively encourage counties with a significant Hispanic population to comply with this recommendation.

g. The Division of Vocational Rehabilitation

The responsibility of this Division is to provide services which will render a handicapped person fit to engage in a remunerative occupation.

As defined in Subsection 3 of the Rehabilitation Law (Wisconsin Statutes 47-40, 1973), a handicapped person means "any person, who by reason of a physical or mental defect or infirmity, whether congenital or acquired by accident, injury or disease, or any non-disabled person, who by reason of economic, educational, experiential, sociocultural or other deficiency or inadequacy, is or may be expected to be totally or partially incapacitated for remunerative occupation, or who may reasonably be expected to be fit to engage in a remunerative occupation after receiving vocational rehabilitation service."

In its response to the questionnaire, the Division of Vocational Rehabilitation (DVR) indicates that some efforts have been made to inform Hispanic citizens in Wisconsin about the services which it provides through the publication of a pamphlet: Rehabilitación Vocacional -- Un Comienzo Nuevo (1,000 copies). In addition, DVR reports employing eight (8) staff who are either bilingual or bicultural in field offices throughout the state.

The single major effort to serve a population which is predominantly Hispanic is the "Comprehensive Vocational Rehabilitation Service Delivery System for Disabled Migrant and Agricultural Workers," funded in Fiscal Year 1976 at a level of \$112,832.

Seven (7) Hispanos serve on advisory committees, commissions or councils in the Division.

The Division reports having 908 Hispanic clients on record in Fiscal Year 1975 out of 44,263 clients, with the bulk of these clients served in Milwaukee (457), Racine (146), Waukesha (96), Madison (46), Green Bay (41), Oshkosh (24), Fond du Lac (22), and Sheboygan (20). The attrition rate, i.e., Hispanic clients closed before completing the rehabilitation process, totaled 436 during Fiscal Year 1975 (out of a total of 18,106 similar non-Latin clients).

The Council recommends:

- (1) The Division must intensify its efforts to recruit and employ Hispanic personnel for staff positions at all levels (administrators, professionals, technicians, para-professionals, office/clerical, and service/maintenance). Agencies with which DVR contracts for purchase of services should be required to do likewise.

There appear to be enough potential clients in areas with significant concentrations of Hispanic population to justify the hiring of additional bilingual-bicultural counselors there. Emphasis should be placed on recruiting bicultural personnel, as different from just bilingual personnel, given the importance of person-to-person contact in the work of the counselors.

The Division's affirmative action plan speaks only of minorities in general and no specific mention is made of Hispanics, Indians, or Asian Americans; this should be modified in the updated version of the plan in 1977.

Purchase of services contracts should contain provisions for the contracting agency to hire Hispanic counselors and other staff, in accordance with DVR policy for affirmative action.

- (2) The Division should expand its public information function in order to reach more Hispanic clients who may be eligible for services.

The publication of a pamphlet is a sound, initial step, but more aggressive, out-of-the-ordinary efforts are needed to reach potential Latin clients. Formal cooperative arrangements with community agencies serving the Hispanic public, e.g., UMOS, Spanish Center, DHA, La Casa de Esperanza, etc. (the list is not intended to be exhaustive), may facilitate this process of referring potential clients to DVR.

- (3) The Division of Vocational Rehabilitation should make more objective the criteria specified for persons to be eligible to receive vocational rehabilitation services.

The definition of "handicapped person" is broad enough to allow an interpretation which will allow additional Hispanic clients to be

served, not because of their ethnic background, but because their unique economic, educational, experiential, sociocultural, or linguistic background (or a combination thereof) may render some persons incapable of engaging in a remunerative occupation prior to receiving vocational rehabilitation services. Although criteria are presumably racially/ethnically neutral, as interpreted by DVR, they are nevertheless subject to personal interpretation which often is highly judgmental in nature. More specificity in operationalizing the definition of what is a "handicapped person" to include factors such as language, sociocultural background, economic and educational privation is necessary if the Hispanic population and other groups in need of vocational rehabilitation services are to be served more adequately.

At present, there appear to be no priorities established by the Division regarding what type(s) of handicapped persons will be served. Priorities are set indirectly, however, when contracts are routinely awarded to agencies year after year based on the volume of cases. This issue must also be addressed by DVR.

- (4) The Division should attempt to reduce the number of Hispanic clients closed before completing the rehabilitation process.

In their letter of response to the Council's questionnaire, DVR stated that Hispanic clients were closed in the same proportion as clients in the "other" category. It is small consolation to the Hispanic community to learn that they are no worse off than others. More importantly, the answer begs the question of how effective are DVR's services to the Hispanic population and is misleading in suggesting that DVR is doing a good job for all. One could just as easily say that DVR is not doing such a good job for all, and that as far as Hispanic clients are concerned, additional bilingual-bicultural staff in DVR (and agencies serving the Hispanic public) are needed to improve both the quality and quantity of services.

Moreover, DVR's answer also suggests that "business-as-usual" approaches are not likely to succeed with non-traditional, unique sub-groups, e.g., Hispanos or Native Americans, so the Division must go out of its way to undertake out-of-the-ordinary efforts if it is to succeed in improving the scope and quality of services to this neglected segment of the population.

- (5) The concept that the four rehabilitation facilities in Milwaukee jointly operate a program on that city's south side to serve an Hispanic clientele should be implemented under the initiative and leadership of the Division of Vocational Rehabilitation.

The Division reports that "this concept has been incorporated into the goals and objectives of the third year of the Disabled Migrant Workers Project." While this is commendable, the concept should be actualized into programs/services. More importantly, great care must be exercised not to confuse disabled migrants with other Hispanic persons in urban areas, who are also in need of services and constitute the majority of Hispanos in Wisconsin.

- (6) The Division should intensify its efforts to gather specific data pertaining to Hispanic clients (and other ethnic/racial minorities) as part of its regular process of data collection and research.

Information which is available about Hispanic persons served by DVR is limited, as is longitudinal data on the effectiveness of vocational rehabilitation counseling with these clients. Additional research appears to be needed to ascertain why Hispanic clients do not complete the rehabilitation process and what can be done to lessen the problem.



Visibility of the Department of Justice in Hispanic communities can be best characterized as minimal, and there is no evidence that the Department is attempting to deal with concerns pertaining to the administration of justice to Hispanic residents and citizens. At the various public hearings held by the Council, these points were raised as was the fact that Hispanic (and other minority) communities continue to be over-policed yet remain under-protected, and many residents fear for their safety, general welfare, and access to a fair system of justice.

#### Recommendations

- a. The Department of Justice should undertake more aggressive efforts in hiring additional Hispanic staff at all levels.

The Department's Affirmative Action Plan emphasizes the need to hire additional "minorities." There is a breakdown in terms of women and the various minorities, but there appears to be no identifiable effort to specifically recruit Hispanos. The method of recruitment is not specified, but appears to be standard and has not yielded adequate results because efforts to recruit minorities must often include a combination of traditional and non-traditional methods. The affirmative action report submitted by the Department reiterates that no vacancies are anticipated in the near future and therefore no positions will be available to Hispanos and other minorities.

- b. The Consumer Information and Protection Program should be expanded to include consumer education outreach activities; additional brochures and other information should be disseminated to Hispanos throughout the state.

An effective consumer education outreach program should be initiated by the Department. Additional brochures of comparable quality should be developed to complement the efforts of this consumer education program, and these should be distributed with the help of Hispanic agencies throughout the state, particularly in those areas having significant concentrations of Hispanic population. Other media (radio and TV) should also be used to convey this message to Hispanos. Non-traditional



and imaginative methods are necessary to reach Hispanic consumers throughout the state.

- c. The Training and Standards Bureau should expand its acquisitions of materials pertaining to Hispanos in a planned, systematic manner. Adequate quantities of high quality materials should be purchased and their use should be strongly recommended in the Basic Training Curriculum for Recruit Law Enforcement Officers.

There appears to be a need to be selective about the number and quantity of materials to be purchased, given limited funds. Rather than purchase in haphazard fashion, acquisitions should be made on the basis of a plan which prioritizes areas of concern and has built-in safeguards to insure that only top rate materials are purchased. Communication with Justice Departments in states with concentrations of Hispanos may be advisable in securing appropriate information prior to purchase.

The increase in the number of hours devoted to human relations in the Training Program for Recruit Law Officers is encouraging (8 hours were required in 1974; 22 hours are required as of January 1, 1976). Upon closer examination, the curriculum reveals that four (4) hours are devoted to human relations and only two (2) hours to "racial and ethnical (sic) differences." There appears to be a need to increase the time devoted to these two areas if recruit training is to encompass concerns related to minority populations which law enforcement personnel serve.

### 3. WISCONSIN COUNCIL ON CRIMINAL JUSTICE

#### Background Information

The Wisconsin Council on Criminal Justice (WCCJ), created originally by executive order in 1969, was transferred from the Department of Justice to the Executive Office in 1971, again by executive order. The Council serves as the state planning agency required by the Federal Omnibus Crime Control Act of 1973 and the Juvenile Justice and Delinquency Prevention Act of 1974. Its goals are generally to provide funding for a coordinated effort to deal with the problems of crime and improve the criminal justice system in Wisconsin. A yearly plan is prepared which specifies these goals and objectives as well as funds earmarked for them. Budget for the agency has been as follows:

1974	\$11,505,000
1975	\$11,498,000
1976	\$11,692,000

In its response to the questionnaire submitted by the Governor's Council for Spanish Speaking People, WCCJ indicated that there was one (1) Hispanic employee (a Typist II) out of a total work force of 57.5 persons.

WCCJ reports that five projects, with budgets totaling approximately \$211,504, have been funded to serve the Hispanic population:

- (1) Milwaukee Legal Services - Latin Criminal Defense Project  
Total Budget: \$56,628  
Awarded: \$49,000
- (2) Latin Drug Project (Milwaukee)  
Total Budget: \$41,968  
Awarded: \$ 8,668
- (3) Latin Liaison for Ex-Offenders (Milwaukee)  
Total Budget: \$37,762  
Awarded: \$13,384
- (4) La Casa de Esperanza - Latin American Public Defender Program (Waukesha)  
Total Budget: \$37,206  
Awarded: \$ 2,508

(5) Spanish American Organization - Public Defender Program  
(Madison)

Total Budget: \$37,940

Awarded: \$ 2,508

Total monies awarded amount to approximately \$76,000. This represents 0.66 percent of the \$11.5 million WCCJ budget in 1975.

Efforts to improve services through outreach attempts produced few results, according to WCCJ, and have been discontinued. WCCJ claims to have met with representatives of Hispanic communities to discuss ways in which WCCJ could be more responsive to their group. However, evidence presented at public hearings, and other information made available to the Governor's Council for Spanish Speaking People by Hispanic community organizations indicate that these efforts were minimal.

WCCJ indicates that there are Hispanos serving on the Council on Criminal Justice, on three regional councils (East Central, Southwest, and South Central), and on one advisory council.

Finally, WCCJ reports that due to a decrease in funding received from the Law Enforcement Assistance Administration (LEAA), it has been forced to adopt a "maintenance of effort" plan for 1976 and 1977 and that, because of this, no new projects aimed at Hispanos will be funded in 1976 or 1977.

Recommendations

- a. WCCJ should undertake an aggressive affirmative action effort in recruiting and hiring Hispanic employees at various levels.

WCCJ's efforts appear to be quite traditional and the attitude reflected in their response to a question related to this area could be categorized as complacent. In fairness to the agency, it should be recognized that since 1974, WCCJ has employed three (3) affirmative action officers and this turnover in staff may account in part for this ineffectiveness. Nonetheless, figures bear out the fact that, as far as Hispanos are concerned, WCCJ's affirmative action efforts have not been successful and

need to be improved. Their only Hispanic employee was hired very recently by the use of Personnel Rule 27 (Exceptional Employment). WCCJ should make this a priority item in its new, revised affirmative action plan.

- b. WCCJ should require all agencies receiving LEAA funds to prepare and comply with an Affirmative Action Plan prior to release of funds. Hiring goals should include a breakdown among the various minority groups and women.

WCCJ makes hundreds of grants every year to public and private agencies. All recipients of funds from WCCJ should be required to present an affirmative action plan with their application for funding. Project evaluations should include an assessment of how well the agency has proceeded toward its proposed hiring goals. Continued funding should be made contingent on proof that the agency has met its goals or has at least made good faith efforts in that direction.

- c. WCCJ should be directed to formulate a plan of action and evaluation which will have an impact on Hispanics and their interaction with Wisconsin's criminal justice system.

It is difficult to determine what impact the use of WCCJ funds has had on Hispanics who come in contact with the criminal justice system. Projects are funded according to established guidelines and priorities, but no substantial assessment appears to have been made, longitudinally or otherwise, on what the impact of LEAA funds has been on Hispanics. A coordinated plan of action with accompanying evaluation should be prepared to address this need.

- d. WCCJ should provide technical assistance to agencies serving Hispanics for purposes of program development in areas related to the criminal justice system.

This type of assistance would be helpful to Hispanic agencies which attempt to develop programs to meet identified needs in the criminal justice system, where Hispanics (and other minorities) have not traditionally fared well. Agencies and community-based organizations (some of whom may not be presently receiving funds from WCCJ) should be provided this assistance by WCCJ staff or through consultant services paid for by WCCJ.

D. REPORT OF THE HOUSING AND ECONOMIC DEVELOPMENT COMMITTEE

1. Department of Business Development
2. Office of the Commissioner of Credit Unions
3. Department of Local Affairs and Development
4. Department of Natural Resources
5. Department of Revenue
6. Department of Transportation

## 2. DEPARTMENT OF JUSTICE

### Background Information

The Department of Justice, in its present form, was created by Chapter 75, Laws of 1967. It provides legal and criminal investigation and other law enforcement services for the state. The Department also establishes standards of training for police recruits.

In response to the questionnaire submitted to them by the Governor's Council for Spanish Speaking People, the Department of Justice indicated that as of May 1976 there are two (2) Hispanic female employees in the agency out of a total work force of 401 (including LTE's). One is a Typist III, and the other is a Consumer Protection Investigator.

A copy of the Department's Affirmative Action Plan was submitted also. In it, it was noted that there were 13 minority employees: 10 Blacks, 2 Hispanic Americans, and 1 Asian American. These constitute a total of 3.04 percent of the Department's work force. The report further states that in order for the Department to reach the present minority balance for the total work force of state agencies, which is 5.14 percent, a total of 21 or 22 minority employees would be needed (assuming the number of Department employees remain constant).

Attached to the Department's response were three brochures in Spanish: Quién Toca, Asegúrese bien...antes de firmar contratos, and Pregunte, Cuando compre un automóvil, published by the Office of Consumer Protection.

Mention is made of a film which the Training and Standards Bureau has recently added to its film library which emphasizes the need to serve the Spanish-speaking. In addition, it is noted that the number of hours required in human relations training has increased from 8 in 1974 to 22 as of January 1, 1976. The Basic Training Curriculum Manual (a copy of which was also provided) does not provide specifics on the content of courses, and it appears that no emphasis is given to Hispanos.

# 1. DEPARTMENT OF BUSINESS DEVELOPMENT

## Background Information

The Department of Business Development (DBD) was created as a separate department by Chapter 321, Laws of 1971. Prior to that time, it had been the Division of Economic Development in the Department of Local Affairs and Development. The Department is charged with fostering the growth of the state's economy through research, planning and promotion. It is also charged, among other things, "with providing assistance to commercial, industrial and recreational developers and to small and minority enterprises."

The Department employs a total of forty-eight (48) persons, of which two (2) are professionals of Hispanic descent who work in the Office of Minority Business Enterprise (OMBE); one as a program analyst and the other as the Latin field representative.

In its response to the questionnaire, DBD stated that there were two special publications translated into Spanish: "El 'Small Business Administration' Asiste al Empresario Hispano," and "Gufa Informativa Para Comerciantes -- American Institute of CPA's."

Regarding initiatives undertaken to improve the rendering of services to the Hispanic business community, DBD listed its work with El Centro Credit Union (help in securing an independent charter), the Latin American Chamber of Commerce (LACC) (bank feasibility study for the Walker's Point area, in cooperation with the University of Wisconsin-Extension, Center for Urban Community Development, Milwaukee). Technical assistance was provided to the LACC Board of Directors and help was given to an Hispanic architectural firm, Vega and Espinoza, in securing a contract from the Bureau of Facilities and Management in the Department of Administration.

A copy of the 1976 Directory of Minority Businesses in Wisconsin, which is published by the Department of Business Development, was included with the Department's response to the questionnaire. The Department went on to state that the Bureau of the Census, in a 1972 report, indicated that there were a



total of 252 minority-owned, Spanish origin businesses (73 Mexican and 179 "other").

In June 1975, a Governor's Committee on Minority Business was formed and its membership includes six persons who are of Hispanic descent. The thrust of this committee is to promote use of minority businesses in state purchasing/procurement. DBD, through OMBE, has sponsored a series of seminars for minority businesses throughout the state, but success, if judged by attendance figures, was limited.

The Department has only one advisory committee (in addition to the State Council for Economic Development, which is inactive) -- a 15-person statutory State Council on Tourism, which includes one minority (Native American) person.

#### Recommendations

- a. DBD should continue its efforts in the area of affirmative action, with special emphasis placed in divisions other than OMBE, where Hispanic personnel should be hired at various levels of responsibility.

The Department's efforts in hiring Hispanic personnel for OMBE are commendable and should continue. Similar results should be forthcoming in other divisions of DBD (Business Development Services and the newly acquired -- from the Department of Natural Resources -- Division of Tourism). A balanced distribution of Hispanos throughout the entire DBD work force should be made a priority.

- b. The services of the OMBE Field Representative for Latin American Enterprises should be directed at the Hispanic business community.

Although he was hired in the Fall of 1974 to work closely with "Latin American businesses," under more recent directives, the Field Representative for Latin American Enterprises has been reassigned and since 1975 is devoting all his time to state purchasing. The result is that contact with Hispanic businesses has been severely curtailed and the limited services provided are due to efforts by the field representative which extend beyond the regular duties of his position as presently defined.



Many Hispanic businessmen have expressed publicly that they need assistance from OMBE, but that they are not getting it. It is possible that a recent federal grant of \$172,000 to the Milwaukee Urban League for the establishment of a Local Business Development Organization (LBDO) will alleviate this situation in the greater Milwaukee area. Hispanic businesses will be served, according to OMBE, since the grant specifies this, but there is no guarantee that the LBDO will be able to meet all the needs of the Hispanic business community. Although the OMBE Regional Office has contracted with W. V. Rouse and Company (Evanston) for technical assistance for minority businesses in the area of management services, very few Hispanic businesses have received this service. (El Centro Credit Union -- Milwaukee -- recently received a report on its viability through this arrangement.) It is likely that OMBE's role and participation will continue to be needed if all Hispanic businesses throughout Wisconsin are to be adequately served, and DBD should plan accordingly in restructuring priorities as it looks to the future.

- c. The Department of Business Development should, through OMBE, develop a comprehensive set of priorities and measurable objectives for the Hispanic business community.

The needs of the Hispanic business community, which are different from the needs of the overall community, must be addressed in a systematic, coordinated fashion in terms of long- and short-range goals. To date, there does not exist a comprehensive plan of service delivery by OMBE to assist Hispanic businesses in the area of help functions. Specifically, help is needed in the area of loan packaging for businesses with sales under \$150,000, since the majority of Hispanic businesses fall into this category. Indeed, recently established priorities by OMBE concentrate on state purchasing and procurement from minority businesses and should be continued. However, it is also obvious that while this is a justifiable and worthy goal for minority firms in general, most Hispanic businesses -- because of their size and type of business -- will not benefit significantly from this effort. Thus, present OMBE priorities appear to benefit primarily larger, more established minority businesses, among which few are owned or operated by Hispanics.

The Department (OMBE) should establish an advisory group on business development for Hispanos, either as part of, but preferably separate from the Governor's Committee on Minority Business, given their different thrusts.

Finally, the Council feels that the traditional methods used by DBD (OMBE) in reaching different groups has not been particularly effective in reaching Hispanic business people. Therefore, the Department should try out new approaches in the delivery of services to Hispanic businesses, as determined by the owners and operators of these enterprises. Specific reference should be made to this point in the comprehensive plan to be developed on how DBD (OMBE) can better and more completely serve the Hispanic business community.

- d. OMBE should actively cooperate with the Department of Transportation in seeking out Hispanic business firms who may qualify to bid for state contracts in construction and/or maintenance of highways, and in repair and upkeep of the fleet of state vehicles.

The Department of Transportation has indicated an interest in utilizing Hispanic firms for these projects, which constitute substantial amounts every year. OMBE must take the initiative and maintain a steady effort to insure additional involvement of Hispanic business firms in state contracts, especially in this area.

- e. The 1976 Directory of Minority Businesses should be revised to include all Hispanic-owned and/or operated businesses in Wisconsin. A minority business newsletter in Spanish and English should be printed and distributed by OMBE.

It is clear that the 1976 edition does not contain the 252 Spanish-origin, minority-owned businesses. It is difficult to ascertain how many are actually included because there are no cross tabulations or indicators available for this purpose. Future editions should remedy this situation, but perhaps an Hispanic Business Directory should be prepared as a separate document for wide dissemination. The revised directory listings (or additional directories) would be used to distribute the newsletter, which would appear quarterly or semi-annually with items of interest to

Hispanic businessmen. It would serve to improve the level of communication with OMBE and should provide a wealth of information on business developments at the federal, state, and local levels. This newsletter could also be distributed to newspapers, as well as to radio and television programs which focus on the Hispanic community for their use in providing information on Hispanos in business. Community-based agencies and organizations should also receive copies of the newsletter for general distribution. An appropriate bilingual format to be followed might be the Hispanos en Marcha Newsletter, published monthly by the Department of Health, Education and Welfare (Region V).

## 2. OFFICE OF THE COMMISSIONER OF CREDIT UNIONS

### Background Information

The Office of the Commissioner of Credit Unions' budget as listed in the 1973-75 Wisconsin Blue Book is \$917,500. Its present staff totals twenty-four (24), with no Hispanic employees. The Commissioner of Credit Unions enforces the laws relating to credit unions, charters new credit unions, and conducts routine and special examinations of credit union books and records.

It is the responsibility of the Office to cooperate with every group of people who may be interested in the formation of a credit union. The Office is charged to "do all things necessary for the discharge of this duty" (Wisconsin Blue Book).

Since the 1974 PASOS Report, an additional credit union serving the Hispanic population has been chartered, Hispano-Americana Credit Union of Madison. The only other credit union now in existence which specifically serves the needs of the Hispanic community is El Centro Credit Union of Milwaukee.

### Recommendations

- a. The Office of the Commissioner of Credit Unions should undertake efforts to recruit Hispanos as job vacancies occur.

There are no Hispanos in the Office's work force of 24 persons. As vacancies arise, strong efforts should be made to recruit qualified Hispanos, at all levels of responsibility.

- b. Bilingual personnel to serve the Hispanic population should be recruited and hired on a permanent basis.

Emphasis should be placed in the job description on providing the advisory, informational, and promotional functions to already existing credit unions serving the Hispanic population and encouraging the formation of additional credit unions to better serve this population.

### 3. DEPARTMENT OF LOCAL AFFAIRS AND DEVELOPMENT

#### Background Information

The Department of Local Affairs and Development (DLAD) was created by Chapter 75 (Laws of 1967), and since 1971 has undergone a variety of changes in its areas of responsibility. The Department, according to the information provided to the Governor's Council for Spanish Speaking People, has approximately 180 employees and no Hispanos in its work force.

DLAD is charged with assisting the Governor "in coordinating the activities of all state programs having an impact on community problems and plans" (Wisconsin Blue Book). Since 1971, when the Task Force Report was submitted, substantial changes have taken place within the Department. For example, in 1973 the Human Resource Fund was eliminated by the legislature, which also restricted applicants for Community Development Funds to general purpose local units of governments. Funds previously used to pay two minority service coordinators were transferred to DILHR. Finally, the Department of Housing and Urban Development Title VIII Program, which paid for training and technical assistance, was eliminated.

Thus, DLAD's capacity to assist individuals and community organizations has been reduced, although the Division of Housing and the Office of Economic Opportunity still retain this capacity and have exercised it on occasion. Indeed, DLAD's major area of interaction with agencies serving Hispanos was housing, where from 1974 through 1976, grants totaling \$27,517 were made to United Migrant Opportunity Services, Organizacion Hispano Americana (Madison), and Southeastern Wisconsin Housing Corporation (Burlington). Other organizations which partly served Hispanos were also funded (\$71,680) in Milwaukee, Fond du Lac, Racine, and Madison.

#### Recommendations

- a. The Department of Local Affairs and Development should intensify its efforts to recruit minorities and should employ Hispanos at various levels of responsibility.

There are no Hispanos in DLAD's work force of 180 persons, and no discernible effort is evident through which this situation will be changed. The Department should initiate aggressive efforts to recruit Hispanos, the effectiveness of which will be measured by the results obtained. Present methods of advertising available positions appear to be very traditional and do not reveal any effort to employ out-of-the-ordinary methods to recruit Hispanics. Such complacency in recruitment efforts is appalling, in spite of assurances to the contrary. The status of affirmative action in DLAD requires immediate corrective measures.

Although the competition for positions in the Department is stiff due to the number of high quality applicants, there appear to be administrative and other obstacles which adversely affect Hispanic job applicants. For example, a revised rule prohibits LTE's from competing for promotional exams; this eliminates a pool of candidates, some of whom could perform at higher levels. Not having Hispanos on the Department's personnel examining boards has probably lessened the probabilities of Hispanic job applicants being hired, and the numbers bear this out.

In addition, persons chosen for the Department's management trainee program come out of a 40-person clerical pool. Since there are no Hispanic workers in DLAD, at any level, no Hispano can advance in the Department's work force.

More emphasis has to be placed on the capability potential of Hispanos (and other minorities) rather than relying heavily or exclusively on academic qualifications. An evaluation of applicants' skills should be required rather than relying completely on examination of credentials.

- b. The Department should commission a survey of housing needs in rural as well as urban areas where concentrations of Hispanos reside.

The development of this document should be the first step in designing a coordinated plan of housing development over the next 5 - 10 years. The Housing Division of the Department of Local Affairs and Development has already made a number of grants to non-profit organizations which

build or rehabilitate housing for low income Hispanos and others, such as Advocap, Inc.; Housing, Inc.; Southeastern Wisconsin Housing Corporation; and others. These efforts need to be intensified and expanded in order to begin to meet pressing housing needs of Hispanic residents throughout the state. DLAD should encourage city and county governments to use local and federal funds for housing and housing rehabilitation for low income Hispanic persons.

An additional recommendation which is related is for DLAD, alone or in cooperation with city or county departments of development, HUD and other units of government, to commission the preparation of "Home Repair Kits" for use by the general public. A pilot project now underway in the City of Madison, in cooperation with the Madison Public Library, will prepare such kits, with pertinent and useful information on how to fix household plumbing inexpensively, make minor carpentry repairs, and includes other useful tips for the homeowner or renter.

- c. The Department should continue to provide technical assistance to Hispanic non-profit groups in the preparation of applications for funds to build or rehabilitate housing for low income Hispanos.

Technical assistance in preparing a proper application and funds to help meet application requirements are crucial if non-profit agencies are to be successful in securing housing/rehabilitative funds from FHMA, WHFA, and other institutions. The Department has provided this type of help in the past to Hispanic and non-Hispanic groups who provide some service to Hispanic low income persons. This assistance not only has to continue, but should be expanded to technical assistance after funding is secured and projects are underway. Better management techniques, problem anticipation, and related issues should be included as areas where service will be provided.

- d. The Department should be responsible for coordinating the acquisition of excess freeway lands in Milwaukee's near south side for conversion into park and recreational facilities to serve the Hispanic community and other area residents.



Efforts since 1971 to acquire vacant, excess land under the I-94 Freeway for use as park and recreational facilities have been met with bureaucratic indifference and red tape, although DLAD, the Department of Transportation, the Department of Natural Resources, and city and county officials agree that it would be a good idea. The Hispanic community has attempted to get the project off the ground, but limited resources have prevented any real follow-up. The most recent attempt came out of the "Inner City Recreation Conference," where the Walker's Point Ad Hoc Recreation Committee recommended that efforts be renewed again to address this community need.

DLAD should be directed to initiate and coordinate efforts, in cooperation with DOT, DNR, and other units of government, to see to it that the project is started. This may require preparing and submitting proposals to HUD, Commerce, DOT, and other federal agencies, since funds may be available for this purpose. In addition, contact and follow-up with the Milwaukee Department of City Development, the Community Development Agency, and other units of government will be required, together with citizen involvement in the entire process.



#### 4. DEPARTMENT OF NATURAL RESOURCES

##### Background Information

The Department of Natural Resources (DNR) is responsible for providing an adequate system for planning and managing the use of the state's natural resources. The Department is responsible for the administration of state parks and the continuing acquisition of recreational land, with projects designed to serve the state's urban population receiving a high priority. A program for young people, the Youth Conservation Corps, is sponsored by DNR, and departmental funds are used in support of Milwaukee County's Hard Hat Program.

The 1973-75 departmental budget was \$125,563,300. The 1976 employee total was 2,273, with 1,674 of these full-time, permanent employees.

##### Recommendations.

- a. More Hispanic persons should be employed by DNR and strong efforts should be undertaken by the department's personnel office in recruiting Hispanic candidates for positions at all levels of responsibility.

At present, there are only three (3) Hispanics employed by the Department out of a total work force of 2,273. Of these three, one (1) is employed as an LTE and the other two (2) are employed as a technician and para-professional, respectively. The Department should fully implement its Affirmative Action Plan and changes should be made in their recruitment and hiring procedures since results have been minimal thus far.

- b. Seasonal employment by the Department should be broadened to allow Hispanic applicants equal opportunity in seeking LTE jobs.

Through the Council's research, it was discovered that current LTE employees are hired year after year, thus giving little opportunity to Hispanics and others who seek employment with DNR on a seasonal job basis. The process should be changed to encourage applications for employment through an open selection policy with no favoritism shown for previous employment by the Department. Advertising for job

openings should be conducted and emphasis placed on recruiting Hispanos. The advertisements should be translated and distributed to the media and organizations which serve the Hispanic community. This recommendation calls for a programmatic change in department policy and some monies to be allocated for advertising purposes.

- c. Spanish language park signs should be placed in recreational areas serving sizable Hispanic populations.

The Department is presently conducting a feasibility study toward the establishment of such signs in the north and south units of Kettle Moraine Park and in the beach area of Big Foot State Park. These signs would serve Spanish-speaking people from the Illinois area, as well as a sizable number of Hispanic residents. No appropriation from outside the agency is necessary since DNR manufactures its own signs.

A monitoring approach by the Council seems necessary to ensure that there is an adequate number of such signs and that signs are placed in high visibility areas.

- d. The publications describing the facilities of parks that serve a sizable Hispanic population should also be printed in Spanish language versions.

The possibility of issuing a Spanish edition of the Big Foot State Park newspaper is now being investigated by the Department. It is essential that a good translation be made and that the availability of such a publication be made known to the Spanish-speaking community by DNR efforts.

Funds for translations should be available within the Department's allocated budget, and this should be relatively inexpensive.

- e. The Youth Conservation Corps should increase Hispanic participation through intensive recruitment of Spanish-speaking youth.

Since many of the successful applicants receive recommendations through their high school counselors, the Department of Public Instruction should cooperate in asking counselors to search for eligible Hispanic youth and encourage their participation. In addition, information

about the Corps should be made available to Milwaukee Inner City Youth Serving Agencies (ICYSA) in their attempts to reach Hispanos and other minority populations.

Additional monies should not be necessary; a change in emphasis is. The program is popular, with many applicants vying for a limited number of positions. However, special encouragement is necessary for minority populations and the Department has an obligation to have all segments of Wisconsin's population fairly represented in this program.

- f. Since DNR is providing funds (\$75,000) toward the Hard Hat Program and furnishes the jobs for youths, they should take an active interest in seeing that Hispanic youth be adequately represented.

DNR and Milwaukee County should cooperate in the formulation of guidelines that ensure participation of Hispanic youth. Information should be made available through the media and agencies serving the Hispanic community. No additional funds are required. DNR needs to interject itself into the recruitment process and accept responsibility for the program in terms of recruitment.

- g. Hispanic people should be represented on the Department's advisory committees.

There are no Hispanos presently serving on any department committees. Many of the committees are highly technical and those less technical are made up of representatives of user groups; e.g., snowmobilers and motorcyclists. Appointment power is about evenly divided between the Secretary and the Governor; the Council recommends that both the Secretary and the Governor appoint Hispanic people to committees which utilize citizen input. This recommendation can be fulfilled by an administrative commitment to Hispanic representation.

- h. While the DNR Board is on record with a strong commitment to developing urban parks, the Council urges an emphasis on such action with full utilization of state and federal funds available for urban park development.

While it is realized that land near urban centers is costly and difficult to acquire, circumstances dictate that urban recreational areas are necessary to adequately serve low-income populations. Many of the state's parks are located far from these urban centers and consequently those dependent on mass transportation are unable to utilize many of the existing areas. The legislature should be urged to commit funds for urban park development and the Department's policy-making board should set a priority on the establishment of such parks, and earmark funds for urban park development. This, of course, is a long-term recommendation.

- i. DNR should serve as a consultant to other state and local agencies in the development of Milwaukee County excess freeway land into recreational areas.

This calls for cooperation with the Department of Transportation which controls the land, and the Department of Local Affairs and Development in seeking funds, to develop these areas as urban parks. The Department should urge the creation of these recreational areas and actively assist local groups in making the proposal a reality.

## 5. DEPARTMENT OF REVENUE

### Background Information

The Department of Revenue's major responsibility is to administer the state's tax laws. Its functions include cooperation with other state agencies in the collection of funds, and assistance to local governments in auditing and accounting services upon request.

The 1973-75 budget as listed in the Wisconsin Blue Book is \$41,700,000. The number of employees in May 1976 totaled 1,138.

### Recommendations

- a. The Department of Revenue should initiate an aggressive recruitment and hiring program aimed at increasing the number of Hispanic personnel in the agency, at all levels of employment.

The Department now employs a total of 1,138 persons; only 10 of these are Hispanos. It seems evident that affirmative action efforts have not proved effective to date. Recruitment of professional staff requiring a college degree should be intensified, with the Department making special efforts to recruit from in-state as well as at out-of-state universities graduating a sizable number of Hispanos.

- b. Hispanic employees with Spanish language fluency and expertise in taxation should be hired by the Department and deployed to assist Hispanic taxpayers who experience problems in understanding the English language during the yearly period of tax preparation.

The Department's goal of providing service to all of the state's population could be better fulfilled by stationing either professional or para-professional employees in community organizations serving a Spanish-speaking clientele. These employees might be drawn from the permanent staff, or provision made in the Department's budget for the hiring of limited term employees during the tax preparation season.

- c. The Department should relay pertinent state tax information to the Hispanic population.

This recommendation is closely allied to the preceding recommendation. For those of the Hispanic community who experience difficulty in understanding directions and pertinent tax information in an English language format, it is important that they have access to the same information available to other state residents. The Department should undertake efforts in an ongoing process to inform the Hispanic population.

- d. The Department should publish its Homestead Credit and Individual Income Tax brochure in a well-translated Spanish language version.

Since the Department is responsible for disseminating this information widely to those who may be eligible for the state program, a Spanish language version would assist in reaching that part of the target population which is likely to experience difficulty with the English language brochure.

The brochure should be well written in a simple and accurate form. The Department should assume the responsibility for distribution through the community organizations that serve the Hispanic population. In addition, the existence of the brochure should be well publicized in the Spanish language media and through agencies serving Hispanic residents.

- e. Qualified Hispanic people should be appointed to the Department's advisory councils and committees.

While it is realized the Department has no overall advisory board and that many of the members of the Department's committees are recommended by outside organizations, the Department should encourage Hispanic representation. There are no Hispanos currently serving on any of the Department's advisory groups.

## 6. DEPARTMENT OF TRANSPORTATION

### Background Information

The Department of Transportation (DOT) has a biennial (1973-75) budget of \$614,383,200 according to information available from the Wisconsin Blue Book. The Department presently has a total of 4,013 employees; 3,701 of which are permanent and full-time. The agency's responsibility encompasses the maintenance of the state highway system, the licensing of vehicles and drivers and all-mode transportation planning as it affects the state's highways. The agency cooperates with other state agencies: in driver training and education with the Department of Public Instruction; with the Department of Revenue in the collection of highway user fees; and with the Department of Natural Resources in areas affecting the travel and recreational assets of the state. It also shares consideration of relocation and housing assistance with the Department of Local Affairs and Development when highway construction displaces people.

### Recommendations

- a. More Hispanos should be employed by DOT, and strong efforts should be undertaken by the Department's personnel office in recruiting Hispanic candidates and ensuring adequate representation in the professional levels.

The Department has a total work force of 4,013 employees; 3,701 of which are permanent and full-time. The number of Hispanic employees total 23, with 14 of these working full-time. The Department's affirmative action policy needs to be intensively applied. Since the Department has recently hired a full-time affirmative action officer, it is hoped that efforts will be increased in the hiring of minority members.

- b. The Department should actively attempt to recruit Hispanic applicants for the State Patrol.

Only a small number of Hispanic people applied for available State Patrol positions in the last recruiting effort by the Department. Innovative



techniques should be developed by the Department in recruiting practices aimed toward attracting qualified Latin applicants. The State Patrol has a full-strength work force of 375; only four (4) are Hispanic officers. The Department's personnel office professes commitment to achieving the goal of adequate minority representation on the State Patrol. Some additional funds for recruitment may well be necessary, and a strong commitment on the part of the personnel office is essential to carry out this recommendation.

- c. Hispanic people in proportion to the state's Hispanic population should be employed on construction projects funded by state monies.

The affirmative action compliance guidelines for state construction contracts are identical to those required by the federal government for federal construction projects. Construction companies have hired minorities as 6 percent of their work force. Hispanic workers, however, are underrepresented -- only 17 were employed according to figures furnished by the latest report to DOT. The state should urge that concentrated efforts be undertaken to hire additional Hispanic people at all levels of responsibility.

- d. The Department should actively seek out Hispanic businesses for the awarding of state contracts, both in construction and maintenance of highways, and in repair and upkeep for their fleet of state vehicles.

A concerted effort is required on the part of the Department to fulfill this recommendation. Cooperation apparently exists between the agency and OMBE; however, the results to date have been minimal. This recommendation also applies to OMBE in fulfilling its responsibilities. Only one recent contract for body work has been granted to an Hispanic firm, and an Hispanic engineer is used frequently as a consultant in the design of highway structure. The Department appears to be making some effort, but little has been accomplished. Additional funds are not called for; rather, additional commitment is needed. However, this recommendation falls most heavily on OMBE, as the Transportation Department professes a willingness to utilize Hispanic businesses.

- e. The Manual for Motorists should be revised and republished in an easy-to-understand Spanish language version.

The Spanish translation of the Manual for Motorists, published in 1971 (10,000 copies) was somewhat irregular, although it was adequate for use by Spanish-speaking applicants. A revised translation (which should not be a literal translation) in simple, ordinary language is needed. Care should be exercised to ensure the quality of any translation as well as the thoroughness of content, visual information (road signs, etc.) and other pertinent facts which applicants need to know in order to qualify for a Wisconsin driver's license.

- f. The availability of bilingual road examiners should be advertised through the Spanish-speaking media and organizations serving the Hispanic community.

A number of bilingual employees are available to travel to local driver testing offices upon an applicant's request, and funds have been set aside in the Department's budget for examiners' travel expenses. The service has not been fully utilized, and part of the problem appears to lie in the advertisement of such services. The Department has a responsibility to advertise this service and to disseminate the information widely through the Spanish-speaking media and organizations serving the Hispanic community. Only one such effort has been undertaken in the past by the Department. Innovative and ongoing attempts to notify the Hispanic residents of this service should be the responsibility of the Department. In addition, the line staff should be informed of departmental policy in this regard. Several examples of lack of compliance with this directive have been reported recently. It is essential that staff dealing directly with the Hispanic public should utilize this service if necessary or requested.

- g. The Department should cooperate with DNR and DLAD in acquiring and developing excess freeway lands in Milwaukee County for playground and other recreational uses.

The State Highway Commission has favorably considered and endorsed use of right-of-way land for conversion into parks for Milwaukee's Hispanic community and other residents of the near south side. The Department

should be willing to cooperate with the other involved state departments and agree to accept a stronger role, since it will take concerted effort to achieve the goal.

- h. Hispanic persons should be appointed to serve on the Department's advisory committees.

While the representation of Hispanic people appears to be adequate on the State Patrol's oral boards, no Hispanos serve on the Department's advisory committees; some of which are appointed by the Secretary, and others by the Governor. Some Hispanic members should be included, particularly on the Transportation Advisory Committee, and others which advise the Department on policy matters.

V

CONCLUDING REMARKS

A report of this nature can never be considered complete and will become dated quickly, given the dynamics of change in state government. To be sure, there are areas which could have been included but were not, due to limitations of time and resources. The most glaring omission in this report is in the area of migrant labor and related issues. The problems which migrants and their families face are well known to Council members, but since the Governor's Committee on Migratory Labor is already established, the decision was made to exclude migrant affairs from the purview of the Governor's Council for Spanish Speaking People, although some areas (migrant education, migrant camp inspection, manpower/employment services to migrants) were indeed touched upon in the survey.

Other problem areas which were not addressed because they fell outside of state government's control are: immigration and naturalization policies and procedures; police-community relations; lack of compliance with federal law and/or regulations, such as OSHA (Occupational Safety and Health Act) and the Lau Remedies; and others.

In the problem areas which the Council did address, a number of observations need to be highlighted because they capture elusive yet powerful attitudes, often grounded on misinformation or lack of information, which permeate agencies' responses and, unfortunately, are representative of attitudes all too common in state and federal government, and in the general public as well. These problem areas can be described as follows:

1. Hispanos are too often identified with migrant workers. It is a known fact that most of Wisconsin's Hispanic residents are not migrants, although a growing number of them are indeed former migrants who have settled in urban or rural areas of the state. It is true that most of Wisconsin's migrant workers (approximately 94 percent) are of Hispanic (Mexican or Mexican American) descent, and this may account for the misconception. The plight of Hispanic workers in urban areas is often not emphasized enough because of the over-identification of Hispanos with migrants. This is not to be interpreted as a request that programs and services for migrants and their families be curtailed or channeled into cities to serve urban Hispanos. Rather, it is simply a caveat not to make them synonymous, and for resources to be programmed for both populations.

2. Hispanos are frequently combined, along with Native Americans, Asian Americans, and Blacks, under the broader category of "minorities" as agencies strive to meet affirmative action goals, which include women as well. One direct result of this decision is that some agencies are able to satisfy their goals by hiring members of one minority group (usually Blacks, because they are generally available in greater numbers) and devote little or no effort at all to hiring Hispanos, Native Americans, and, to a lesser extent, Asian Americans (due to their reduced numbers in this area of the country). The insistence by Hispanos and others that statistics be broken down for the various minority groups and that affirmative action encompass the entire minority spectrum is not a plea for special consideration, but rather that Hispanos be actively considered and involved in affirmative action efforts. The most direct proof of this will be in the number of Hispanos hired by state agencies in the future as a result of these efforts.
3. It is essential to take note of the many instances where agencies establish or improve programs for better service delivery to the Hispanic population, hire one or more Hispanic persons (usually at the lower end of the employment scale) or have a pamphlet translated (usually quite poorly, if one judges by examples made available to the Council) and consider that their responsibility toward the Hispanic population has ended. Token efforts often substitute for permanent change within the agency and, given the nature of bureaucracy, it is not surprising to see the minimum quickly become the maximum. This situation clearly cannot be allowed to remain unaltered.
4. The nature of bureaucracy is such that, all too frequently, policy which is set at upper levels of administration (whether it is done by division and/or agency heads or by executive mandate) does not reach down to the middle or lower levels, where actual implementation of this policy takes place. It is here that almost on a daily basis decisions are made which ultimately mean success or failure of said policy. Unfortunately, there appears to be little effort after policy is enacted to make certain that it is followed by all employees, and very often what start out as well

thought out plans end up as just another document gathering dust on someone's shelf. Affirmative action is perhaps the best example of this. This general comment is applicable not only to Hispanos, but to all citizens who stand to benefit from such policy.

The four problem areas identified above cannot be underscored enough because they lie at the root of the difficulties encountered by Hispanos and others when dealing with state government. State officials, administrators, legislators, and the public-at-large need to become aware of them before significant changes can take place.

From what has been stated thus far, it is fairly obvious that in order to implement many of the recommendations included in this report, a great deal of inter-agency cooperation will be needed. Improved service delivery and avoidance of duplication of effort are goals which all agency administrators subscribe to without reservation but, again, this often remains only a good idea because no single unit (bureau, division or agency) takes responsibility for its implementation. It is recommended, therefore, that in those instances where more than one agency (or divisions and bureaus within large agencies) is involved, a particular unit must be assigned the responsibility of coordinating the effort and be provided with adequate resources to carry out this task. Failure to do this will surely mean a lack of follow-through and subsequent inaction in this vital area of service and programmatic coordination.

Finally, this report should not be viewed as a hostile document by the agencies at which the recommendations contained herein are aimed. The Council does not consider its role to be adversary in nature, although agencies may not like or agree totally with the assessment made of them and the Council's recommendations for action. The Council has tried very hard to be as objective as possible in reviewing all available data and in formulating what it considers to be reasonable suggestions which, if implemented, would result in improved programs and delivery of services by state agencies. (Adequate and efficient service delivery by state agencies is a goal which all pursue. This, after all, is the reason for their existence.) It must be emphasized that, although this report has focused on agencies from the perspective of the Hispanic community, it is nevertheless a commentary on service delivery in general and on how state



government serves the public-at-large, of which Hispanos constitute a segment with unique characteristics and needs. The report, then, should not be looked at exclusively as a document by Hispanos for services to Hispanos (though it is that, in part), but as a document whose implications extend much more broadly and encompass the total population.

When the Council was established, members were informed that many hours of hard, tedious work would be required to carry out the Governor's mandate. Having completed its assignment, the Council expects that state government will seriously and with firmness of purpose undertake the task of implementing the recommendations made. This process will take time, and some recommendations may not be actualized due to a range of limiting factors, perhaps the most important of which may be budget austerity. However, many of these recommendations do not call for additional expenditures. In all cases, concerted action must come forth so this effort will not end up as simply another attempt which, although praiseworthy, never accomplished permanent, structural, policy and programmatic change.

The Council believes it has met the mandate of the Governor. It is now up to the Governor, the legislature, and the state agencies to respond in a positive fashion. The Hispanic community will wait for, and ultimately judge, the results and accomplishments to come.